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ABSTRACT

The Brownbag Discussion Series of the Quality Education for Minorities (QEM) Network is a two-way forum designed to give members of the QEM Network's "January 15th Group" (the founding members of the discussion series) and other individuals interested in education, information on, and an opportunity to give feedback about, educational issues. The Brownbag Discussion Series gives guest presenters an opportunity to receive feedback from a diverse and informed audience of community and educational leaders twice a month. The 1992-93 discussion series addressed policies and issues in six interrelated areas: (1) national policies and reforms put forth by the presidential administration; (2) legislative activities and changes in the reauthorization of the Elementary and Secondary Education Act, with special regard to Chapter 1; (3) pending legislation that impacts the quality of education and quality of life for low-income families such as welfare reform and low-income enterprise zones; (4) emerging and current educational issues such as school safety, multicultural education, bilingual education, and racial climate on college campuses; (5) educational-pipeline issues, such as the transfer rates from two-year institutions and school-to-work transition; and (6) successful strategies for quality education for minorities from low-income families. This document includes announcements and summaries of the 20 discussions and 8 background papers. (SLD)

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QEM

On The Issues

The 1992-93 Brownbag Discussion Series
Discussion Topic Summaries and Background Papers

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Quality Education for Minorities (QEM) Network

1992-93
BROWNBAG DISCUSSION SERIES
DISCUSSION TOPIC SUMMARIES AND BACKGROUND PAPERS

The 1992-93 Brownbag Discussion Series was funded by a grant from the Aetna Foundation, Inc.

About the Brownbag Discussion Series

QEM's Brownbag Discussion Series is a two-way communications forum designed to give members of QEM's "January 15th" Group, QEM Staff, and other interested persons an opportunity to stay informed as well as to give feedback on relevant educational issues. The "January 15th" Group, so named because the first meeting of the founding members of this group took place on January 15, 1988, consists of representatives of organizations and individuals, primarily based in Washington, D.C., involved or interested in educational issues.The Brownbag discussions provide guest presenters an opportunity to gain valuable feedback from a diverse and informed audience of community and educational leaders. Twice a month, "January 15th" Group members meet over box lunches for one and a half hours to hear invited experts discuss current educational or related issues and their impact on the availability of quality education for minorities.

The Quality Education for Minorities (QEM) Network, with support from the Aetna Foundation Inc., is pleased to present a review and documentation of the 1992-93 QEM Brownbag Discussion Series and related activities.

The 1992-93 Discussion Series addressed policies and issues in six interrelated areas:

- National policies and reforms put forth by the new Administration such as the "Educate America Act: Goals 2000," the "Safe Schools Act of 1993," National Youth Apprenticeships, and the National Service Plan.
- Legislative activities and changes in the re-authorization of the Elementary and Secondary Education Act, especially as it relates to Chapter One.
- Pending legislation that impacts the quality of education and the quality of life for low-income families such as welfare reform and low-income community enterprise zones.
- Emerging and current educational issues including school safety, multicultural education, bilingual education, and racial climate on college campuses.
- Educational pipeline issues such as the transfer rates from two-year institutions and school-to-work transition.
- Successful strategies that work in providing quality education to minority students from low-income families that should be examined for possible replication.

About this Document

Provided in this document are:

- Announcements and newsbrief summaries that capture the highlights of the 20 discussions listed on the following pages.
- Eight QEM Background, Issues, and Action Papers which are part of a series of analyses of current issues in education:

  #1 "Creative Alternatives to Violence" (March 1993)

  #2 "School Choice: Will All Children and Youth Benefit?" (April 1993)

  #3 "Community Service on Minority College Campuses" (June 1993)

  #4 "Educational Tracking in America's Schools" (July 1993)

  #5 "Some Issues in the Education of Asian Americans" (July 1993)

  #6 "Some Issues in the Education of Central Americans" (July 1993)

  #7 "Background Information and Commentary on Welfare Reform" (August 1993)

  #8 "The Establishment of a Youth Leadership Corps (YLC)" (August 1993)

Questions or comments regarding the papers presented in this document can be directed to the QEM Network at the address below.

BROWNBAG DISCUSSION SERIES TOPICS
SEPTEMBER 1992 - JULY 1993

All sessions are scheduled from 12:30 - 2:00 pm with lunch provided. Unless otherwise noted, all sessions are held on Fridays. A reminder is faxed approximately one week in advance. The location of the biannual meetings of The "January 15th" Group is announced in advance of the meetings.

- Special Session: The Education of Minorities in China
  Date: Tuesday, September 15
  Presenters: United Nations' Multicultural and Minority Education Delegation from the People's Republic of China

- National Education Goals (Revisited):

  National Urban Education Goals: Baseline Indicators, 1990-91
  Date: October 2
  Presenter: Dr. Michael Casserly, Interim Executive Director, Council of the Great City Schools

  Current Status of Assessing: National Education Goals
  Date: October 16
  Presenter: Dr. Wilmer Cody, Executive Director, National Education Goals Panel

- National Housing Agenda: Ensuring Quality Education for Children and Youth in Public Housing
  Date: October 23
  Presenter: Mr. Ronald Blackburn-Moreno, Director of Community Outreach, QEM Network

- Violence in Schools (Revisited): Ways to Deal with School Safety and Discipline
  Date: November 6
  Presenter: Mr. Edward Muir, Director of the School Safety Department, United Federation of Teachers (New York)

- Election Results: Implications for the Education of Low-income and Minority Children and Youth
  Date: November 20
  Presenters: Mr. Claudio Sanchez, Education Correspondent, National Public Radio and
  Dr. Ramona Edelin, President and CEO, National Urban Coalition

- Special Session: Ensuring Quality Education and Training for Minorities: What Should the Transition Team Know?
  Date: Monday, November 30
  Presenters: Mr. Michael Cohen, Member of the Transition Group on Education and Training and
  Dr. Shirley Malcom, Head, Directorate for Education and Human Resources, AAAS

- The Media: Its Influence on the Education of Minorities
  Date: December 11
  Presenter: Ms. Dorothy Gilliam, Columnist, *The Washington Post*

- **BIANNUAL MEETING OF THE JANUARY 15TH GROUP**

  Focus: ***What National Organizations Are Doing and Can Do to Ensure Quality Education for All: Increasing Collaborations for Greater Success***
  Date: January 15, 1993

- Enterprise Zones: Empowerment through Enterprise Zones: Strategies to Rebuild the Economic and Social Structures Within Low-Income Communities
  Date: February 26
  Presenter: Mr. Jonathan R. Sheiner, Tax Counsel, Office of Congressman Charles B. Rangel, U.S. House of Representatives

- Role of Business: Business Leadership: Its Role in Shaping American Education
  Date: March 5
  Presenter: Mr. Melvin W. Thompson, Executive Director, Institute for Science, Space, and Technology, Howard University

- Welfare Policies: Welfare Reform: A Discussion of H.R. 741
  Date: March 19
  Presenter: Mr. Andrew S. Bush, Professional Staff Member for the Committee on Ways and Means, U.S. House of Representatives

- Federal Policies: Reauthorization of the Elementary and Secondary Education Act and Proposed Reforms in Student Financial Aid
  Date: April 2
  Presenter: Ms. Suzanne Ramos, Education Counsel to Senator Edward Kennedy, U.S. Senate

- Community Service: National Service Plan: Its Implications for Low-Income and Minority Youth
  Date: April 9
  Presenter: Ms. Maureen McLaughlin, Acting Assistant Secretary for Post-Secondary Education, U.S. Department of Education

- Reform Efforts: Reform Efforts in the D.C. Public Schools
  Date: April 16
  Presenters: Panel discussion featuring Ms. Maxine Bleich, President of Ventures in Education, Ms. Barbara Clark, Executive Assistant for Educational Programs and Operations for D.C. Public Schools, and Ms. Sadia White, Ventures Coordinator at McKinley/ Penn High School

- Legal Implications: Implications of Recent Court Decisions for the Education of Minorities: A Look at the Ayers Case
  Date: April 30
  Presenter: Dr. Elias Blake Jr., President
  Benjamin E. Mays National Education Resource Center

- Higher Education: Community Colleges and Their Role in Educating Minorities
  Date: May 14
  Presenter: Dr. Enid Jones, Executive Director, Commission on Minority Education and Director of Research, American Association of Community Colleges

- Urban Reform: Reconstructing Our Cities: A Revisit of the Kerner Report in Commemoration of the 25th Anniversary of the National Advisory Commission on Civil Disorders
  Date: May 21, 1993
  Presenter: Dr. Lynn A. Curtis, President, Milton S. Eisenhower Foundation

- Higher Education: Racial Climate on College/University Campuses: Impact on the Education of Minorities
  Date: May 28
  Presenter: Dr. Reginald Wilson, Senior Scholar, American Council on Education

- Apprenticeships: Youth Apprenticeships: Their Implications for Minority Students
  Date: June 11
  Presenter: Mr. Richard Kazis, Director, Work-based Learning Programs, Jobs for the Future, Inc.

- **BIANNUAL MEETING OF JANUARY 15TH GROUP**

  Focus: ***Acting for Tomorrow - Now: A Summit on Quality Education for Minorities***
  Date: June 27- 29

- High School Education: Do High School American History Courses Disadvantage Students of Color?
  Date: July 16
  Presenter: Dr. James W. Loewen, Senior Postdoctoral Fellow, National Museum of American History, Smithsonian Institution, and Professor of Sociology, University of Vermont

TENTATIVE 1993-1994 BROWNBAG DISCUSSION SERIES TOPICS
SEPTEMBER 1993 - SEPTEMBER 1994

September 10	*The Safe Schools Act of 1993*
October 8	*Bilingual Education: Providing Quality Education For Children Who Do Not Speak English or Have Limited Proficiency in English*
October 22	*Schools of Education: Are They Preparing Teachers For Today's Realities?*
November 5	*The Politics of School Reform: Organizational Barriers to Change*
November 19	*Science Standards: How Will They Be Met in Science Poor Schools?*
December 3	*Welfare Reform: How To Make It Work for Education*
December 17	*The Market Place: Will There be Jobs for Urban and Rural Americans?*
January 14	***Biannual Meeting of the January 15th Group***
February 11	*Health, Education, and Welfare: Are Programs in These Areas Responsive to the Needs of Low-income Minority Families?*
February 18	*Immigration: The Education of Children of Undocumented Aliens*
March 4	*Systemic Impediments to the Education of Black and Hispanic Males in American Society*
March 25	*The Magnet School: Is it Fulfilling its Promise in the Education of Minorities?*
April 8	*Language - Issue Debate: The Impact of Non-Standard and Standard English (Language) on the Education of Minorities*
April 22	*Violence Through Neglect: How Common Societal Practices are Direct and Indirect Forms of Violence*
May 6	*Reaffirming Community Values in Support of Education*
May 20	*Leadership Development on Educational Issues on Minority Communities*
June 3	*Higher Education: Linkages Between Historically Black Colleges and Universities, Pre-dominantly Hispanic Institutions, and Tribally-controlled Campuses*
June 17	***Biannual Meeting of the January 15th Group***
July 1	*The Role of the Church in the Quality Education of Minorities*
July 15	*Falling through the Cracks: Where Students Fall Out of the Educational Pipeline*
July 29	*Educational Issues in the Schooling of Girls in America*
August 12	*Alternative Learning Models (Year-round Schools, Distance Learning, RTI)*
August 26	*Comprehensive Services: Interconnecting Social Services, Education, and Health*
September 9	*School Financing: How Communities are Addressing This Issue*
September 23	*Curriculum Issues: Issue Debate: Reconstructing the Canon*

Brownbag Discussion Series

Series 3, Number 1 September 15, 1992

Education of Minorities in China

Presented by the Multicultural and Minority Education Delegation from the People's Republic of China

At the request of the National Committee on United States-China Relations for the United Nations, QEM hosted a Brownbag for the Multicultural and Minority Education Delegation from the People's Republic of China. According to the Committee, the purpose of the delegation's visit was to gain a greater understanding of both multicultural and minority education in America. They were primarily interested in the education of America's various minority groups, including African Americans, Native Americans, Latin Americans, and Asian Americans. The leader of the delegation, Wei Pengfei, made a 15-minute presentation on the education of minorities in China.

Presentation by the Chinese Delegation

Delegation Leader:
- Wei Pengfei, Deputy Director, Minority Nationality Education, State Education Commission (SEDC)

Delegation Members:
- Da Wa, Chairman, Education Commission of Tibet Autonomous Region
- Ma Youliang, Vice Chairman, Education Commission of Yunnan Province
- Zhou Wangyun, Vice Chairman, Education Commission of Sichuan Province
- Xia Zhu, Vice Director, Education Department of Qinghai Province
- Liu Dong, Vice Chairman, Education Commission of Xinjiang Autonomous Region
- Zhao Qingshan, Vice President, Education College of Inner Mongolia Autonomous Region
- Li Qian, Fulbright Program Officer, Department of International Cooperation, SEDC

SEDC Escorts:
- Elizabeth Knup, Program Associate, National Committee on U.S. - China Relations
- Rebecca Weiner, Interpreter, National Committee on U.S. - China Relations

Background

In China, 92% of the population is of the Han nationality. The remaining 8% is representative of 55 other nationalities. Education for this minority population is a large part of the Government's overall education policy. Before the Communist regime came to power in 1949, the education of minorities was nonexistent. The majority of this population led a primitive existence. There were no schools in areas where large numbers of the inhabitants were minorities. There are now 120,000 primary schools and an overall minority student population of 14 million. The number of minority graduates is 100 times the amount before 1949.

Government Policies Dealing with the Education of Minorities

The current government has invested numerous resources for the education of minorities in the People's Republic of China. Within the bureaucracy, different departments responsible for the education of minorities have been established. These departments are responsible for the development of policies relevant to the education of minorities in the country. Thus far, preferential policies have been set in place at all levels of government. Funds have been earmarked for the education of minorities throughout the country. For example, in remote areas, students don't pay for tuition; scholarships are provided. Boarding schools for children in nomadic areas have been established. In addition, an overall plan for a curriculum taught in the indigenous minority languages has been established. Currently, there are 800 textbooks published in the various minority languages. Bilingual education has been established in areas of large concentrations of minority populations. Today, 6 million students from 23 minority nationalities are studying in their own languages.

Questions and Answers

Following the delegation's presentation, there was a brief question and answer period that generated considerable discussion. Some of the issues addressed were the following:

1) What is being done to educate the larger Han population to the status of minorities in the People's Republic of China?

The government has emphasized the integration between developed and underdeveloped areas in order to foster a climate of cross-cultural cooperation and understanding. Current initiatives include:

- Offering elective courses in schools. Primary and secondary schools require students to study the geography and history of the different minority areas.
- The preparation of materials to be used in schools that will introduce minority cultural differences to the mainstream population.
- Encouragement and support for courses taken in minority geography, culture, and language by members of the Han population who live and work in predominantly minority areas.

2) How do local constituencies participate in the education of minorities?

- The Sichuan Providence has areas that are heavily populated by minorities. The provincial levels of government have affirmative action policies to incorporate these minorities into the mainstream.
- Special scholarships and assistantships are available for minorities.
- There are special funds for minority scholars.
- The government has paid for minorities to travel abroad.
- Minority students are able, by law, to take the college entrance exam in their own language.

3) What is the distribution of minority students in the tertiary system?

- In the total technical and community college student population, 30% are minorities.

Educational Opportunities for Minorities in the Sichuan Province: A Case Study

An example of how the education of minorities is handled in the Sichuan Province was given. Essentially, minorities themselves decide to what degree they want to assimilate. In this particular province, the major minority groups represented are the Yi and the Tibetan. The Constitution requires that all minorities be given the opportunity to learn in their own language before learning the mainstream language, in this case, Han Chinese. For example, in an area where there is a large Tibetan population, the content of all work is in the Tibetan language until the third grade, where the Han language is then gradually incorporated into the curriculum. In mixed-minority areas, the content of all work is in Han Chinese; however, third and fourth graders are required to take their own language and literature courses until graduation. Forty percent of the minorities in the Sichuan province use this model. A large percentage of the minority students who reside in mixed-minority areas or primarily Han-populated areas have no access to their own native language courses. The government is working to change this, but there are many obstacles to overcome before full integration can take place. One substantative attempt on the part of local officials to maintain a national language standard; therefore, it is difficult to achieve a "language environment" for minority groups.

Brownbag Discussion Series

Series 3, Number 2 October 2, 1992

National Urban Education Goals: Baseline Indicators, 1990-91

Dr. Michael Casserly
Interim Executive Director
Council of the Great City Schools

The Council of the Great City Schools recently released a report on the state of education in the nation's 47 largest urban school districts. This report, *National Urban Education Goals: Baseline Indicators, 1990-91*, measures large-city schools against the suburbs and the nation. It offers detailed statistics in such areas as enrollment, dropout rates, advanced placement completions, test scores, and average per-student expenditures for each city.

Background

"How are our urban schools performing in relation to their rural and suburban counterparts? How do they fare in achievement levels, with lower expenditures per pupil, buildings in need of repair, and high crime rates? When students are hampered by limited English proficiency, poor economic conditions, and cultural obstacles to national assessment instruments, the quality of public education reflects these difficulties, but not always in expected ways." The Council of the Great City Schools' report, *National Urban Education Goals: Baseline Indicators, 1990-91*, presents a "detailed and compelling picture" of the status of education in urban America.

This September 1992 report outlines the state of education in the nation's 47 largest urban school districts. It measures the large-city schools against those in the suburbs as well as against the national average. The report offers detailed statistics in such areas as enrollment, dropout rates, advanced placement completions, test scores, and average per-student expenditures for each city.

The Council of the Great City Schools (CGCS) is a coalition of the nation's largest urban public school systems. Its Board of Directors consists of the Superintendent and one Board of Education member from each member city. The organization devotes itself to the promotion and advancement of education in urban public schools through public and legislative advocacy, research, and information exchange. Although the 47 Great City School districts comprise only 0.3% of the nation's 15,000 public school systems, they enroll one out of every eight public school children in the country. About 34.4% of the nation's racial/ethnic minority children are enrolled in the Great City Schools, including 37.1% of the nation's African American youth and 31.8% of its Hispanic youth. CGCS' six urban education goals are as follows:

1. **Readiness to Learn**
   By the year 2000, all urban children will start school ready to learn.
2. **Increased Graduation Rates**
   By the year 2000, urban schools will increase their graduation rates so they are at least comparable to the national average.
3. **Improved Academic Achievement**
   By the year 2000, schools and communities will demonstrate high expectations for all learners so that urban students will attain a level of achievement that will allow them to successfully compete with students nationally and internationally in our global community.
4. **Quality Teachers**
   By the year 2000, urban schools will be adequately staffed with qualified teachers who are culturally and racially sensitive and who reflect the racial characteristics of their students.

5. **Postsecondary Opportunities**
By the year 2000, urban school graduates will be fully prepared to enter and successfully complete higher education, experience successful employment, and exercise their responsibilities as citizens.

6. **Safe and Caring Environment**
By the year 2000, urban schools will be free of drugs and alcohol, students will be well-nourished and healthy, and schools will be well-maintained and safe.

Dr. Michael Casserly, interim executive director of CGCS, provided an overview of the report and highlighted the concerns and problems faced by urban school districts and their superintendents across the United States

Overview of Presentation

This report was developed as the first phase in a project to address several concerns: the general perception that urban schools were reluctant to provide data; the need to develop an "urbanized" version of the national education goals: and the need to provide a set of baseline data to facilitate the assessment of the progress towards achieving the stated goals. The next phase of the project (through the year 2000) is to devise an action plan to improve urban education and move school systems towards achieving the national urban education goals. A National Urban Education Task Force is being established to assist in this phase.

Dr. Casserly presented the following highlights from the report of the current status of urban education at the K-12 levels:

- The median annual dropout rate in the nation's largest urban public school districts declined from 10.6% in 1988-89 to 8.8% in 1990-91. The four-year dropout rate in 1988-89 went from 32.1% to 26.1% in 1990-91.
- In 1990-91, 53.1% of incoming first graders had a full-day kindergarten in the previous year.
- Between 1988-89 and 1990-91, two-thirds of the school districts reported an increase in all elementary grades in achievement tests scores in reading and math.
- 57.5% of urban school districts conducted assessments of school readiness using a broad range of measures such as appropriate age, immunizations, general health, and cognitive and emotional development.
- In 1990-91, the percentages of 11th and 12th graders who completed Advanced Placement courses in English, Mathematics, and Science were higher in urban education districts than the national average.

While the report concentrated on more of the positive aspects of the urban school districts studied, there were a few negative points identified by Dr. Casserly:

- Among their Pre-K students, 20% of the school districts conducted no assessments or used only appropriate age to determine readiness for school.
- Only 36% of 10th graders had successfully completed first-year algebra.
- On the average, the teacher to pupil ratio, by race/ethnicity, was: 1 African American teacher for every 25 African American children; 1 Hispanic teacher for every 63 Hispanic students; 1 Asian American teacher for every 46 Asian American students; and 1 white teacher for every 7 white students.
- School buildings in the urban districts require serious renovation; many buildings are at least 75 years old.

Also, with the current average tenure of superintendents in urban schools being two years, more stability at that level is needed to ensure effective leadership in the schools.

The Council contends that America is basically getting what it is paying for as far as urban education is concerned: the per student expenditure for urban schools is $5,200, while the per student expenditure for suburban schools is $6,073. Urban schools spend more money on health care, nutrition, and central office administration and less on extracurricular activities, while suburban schools spend more on extracurricular activities and maintenance/repair of buildings and offices.

Summary of Discussion

After his presentation, Dr. Casserly responded to several questions from the participants covering various topics, including the following:

- The relationship between the National Urban Education Goals and the National Education Goals Panel
— The Council tried to make the data in its report comparable to that of the Goals Panel report data.
- The availability of dropout rates at the elementary and middle school levels
— Data collected on dropouts before high school indicate that most school districts report dropout rates starting at the 7th grade.
- The classroom placement of children after readiness assessments are conducted
— No district used readiness tests to deny children schooling; however, the preschool assessment was used to place students in particular classes.

Dr. Casserly closed by stating that CGCS' urban education goals report serves to establish a baseline for measuring the progress of the country in achieving the national urban education goals.

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Brownbag Discussion Series

Series 3, Number 3 October 16, 1992

Current Status of Assessing: National Education Goals

Dr. Wilmer S. Cody
Executive Director, National Education Goals Panel

The National Education Goals Panel (NEGP) is currently focusing on the development of new indicators and measures (e.g., kindergarten assessment and defining readiness for school - Goal 1) as well as the coordination of the development of various "nationally-focused" measures. Dr. Wilmer S. Cody, Executive Director of NEGP, provided an overview of the current status of the National Education Goals and the impact of recent events (e.g., Congressional actions, reform efforts, and state-based actions).

Background

In February 1990, President Bush and the nation's governors presented the country's first set of national education goals. In July 1990, The National Education Goals Panel was formed as an association of governors, senior national Administration officials, and Congressional representatives. The primary function of the National Education Goals Panel is to monitor, assess, and report on the progress of the nation's six education goals. These goals are:

GOAL 1: All children in America will start school ready to learn.
GOAL 2: The high school graduation rate will increase to at least 90 percent.
GOAL 3: American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter, including English, mathematics, science, history, and geography.
GOAL 4: U.S. students will be first in the world in science and mathematics achievement.
GOAL 5: Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.
GOAL 6: Every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

Summary of Discussion

At the start of his presentation, Dr. Cody stated that the NEGP is a bipartisan group, and will remain a bipartisan group after the upcoming election.

The National Education Goals panel released a report in September 1992 on the status of the six education goals using data from many sources on the same topic (e.g., readiness and achievement). Most studies are done by educational enterprises that report data collected by source and topic. Dr. Cody identified two significant principles behind the activities of NEGP:

1) Developing a national consensus that reflects what the major objectives are for learning. The question that needs to be answered is, "What is the United States trying to accomplish in education?" The idea of creating a national consensus on a whole series of ideas is an important part of how NEGP does its job.
2) Setting higher standards for direct measures of progress. The nation needs to recognize that for those children who enter into an activity with less knowledge than others, expectations should not be lowered; rather, the program may need to be changed or the time extended.

He discussed the status of Goals 1, 2, and 3. In this discussion he indicated that advisory panels had been formed to assess the different goals. He also briefly highlighted Goals 4 and 6.

Status report on the Goals

Goal One: School Readiness
The panel does not have much direct information on readiness in the United States; there is no common agreement (definition) of what readiness means. NEGP finds that some states and localities define readiness by different tools (e.g., age and written tests). The panel set up an advisory group and asked the group to find out what the direct measures of school readiness were. Within the Goal 1 advisory group, a technical subgroup decided that the definition of school readiness is composed of five dimensions dealing with physical, emotional, and social development, along with intellectual and communication skills. The panel plans to have a detailed definition of these five dimensions by December.

Goal Two: High School Graduation
NEGP receives good national data on high school completion from the Census Bureau. The panel has not yet received any information on state high school completions. The states keep the completion data, and distribute it every 10 years. NEGP finds that state schools keep data according to age (e.g., 16-18 year olds and 18-22 year olds). An advisory panel was also established for Goal 2 to determine the correct definition of "dropout." The group reported a need for data collected on the state level on high school completions. The group proposed a uniform voluntary student-record keeping system with common definitions. Each state will make these proposed definitions part of that state's data collections. Over the next 2-3 years, every state will have the same definition of "dropout."

Goal Three: Demonstrating Competency In Challenging Subject Matter
NEGP, when deciding on how to assess progress toward Goal 3, felt that The National Assessment of Educational Progress (NAEP)'s work measuring what students can do and have learned should be reconsidered. Should it be a measure of national and state progress against the six goals? The advisory group decided that there is no national consensus of what should be taught. This decision led to the formation of the National Council of Education Standards (NCES). NCES decided that the states should pursue national standards by consensus and that it should be done voluntarily. There has also been discussion about the development of national content and performance standards. The advisory group has proposed that more time be spent conducting national outreach efforts to obtain more data on Goal 3.

Goal Four: First In The World In Mathematics and Science
The goals panel is finding alternative ways of defining Goal 4.

Goal Five: Adult Literacy
This goal was not discussed.

Goal Six: Every School Free of Drugs and Violence
NEGP has obtained a lot of information on violence and drug-free schools. The panel is working to expand the existing national school database on school violence; it believes new indicators are needed. The panel has not established an advisory panel for Goal 6.

After the discussion, Dr. Cody responded to questions from the participants covering such topics as the use of information collected by the panel to generate action, the relationship between the panel's efforts and those of others working on national standards in various disciplines, and the America 2000 strategy.

Brownbag Discussion Series

Series 3, Number 4 October 23, 1992

"Ensuring Quality Education for Children and Youth in Public Housing"

Mr. Ronald Blackburn-Moreno
Director, Community Outreach, QEM Network

America faces major challenges in its public housing where a significant number of the nation's low-income minority population is concentrated. Of the more than 3.2 million Americans living in housing developments, almost 2.5 million, or 77%, of them are minorities. Many of these Americans live in communities that are characterized by high rates of joblessness, deteriorating housing conditions, crime, violence, substance abuse, and a lack of access to quality education and adequate health and social services. These are conditions that help to produce the frustration, hopelessness, and despair that is characteristic of so many of the nation's public housing developments. As is the case for all other Americans, a quality education for children and youth in public housing can be the ticket to a quality life.

Background

General statistics on public housing rental units, 1988 (from a Department of Housing and Urban Development's report, *Public Housing 1989*)

- There were 1.36 million public housing rental units and 944,000 of these units were located in central cities
- Most of the units were located in the Northeast (40%) and South (34%). Most minorities were also located in these areas
- Over 64% of households in housing units had incomes below the poverty level
- The distribution of the households, by race/ethnicity was 53% Black, 10% Hispanic, 34% white, and 3% other

Selected data on minority households in the public housing rental units, 1988

- 76% had incomes below the poverty level
- 52% are dependent on welfare or SSI as their main source of income
- 57% receive food stamps
- 87% have no savings
- 77% are headed by a female
- 56% of the heads of households have not completed high school

Ensuring quality education for children and youth in housing developments will require the fundamental restructuring of their schools and the additional resources these schools need to provide quality instruction. However, education reform must be part of a much broader effort to influence the total environment of the student. This requires that educational, health, and social services be made available to children, youth, and their families in a coherent, integrated, and comprehensive manner.

Overview of Presentation

On August 28-30, 1992 QEM hosted a Working Conference entitled "Enhancing Educational Opportunities for Children and Youth in Low-income Public Housing Developments and Other Low-income Residential Communities." The Conference involved more than 85 participants representing predominantly minority higher education institutions located near housing developments, residents of public housing, directors of education and health programs in public housing, local housing authorities, mathematics and science teachers, federal agencies, and national organizations with affiliates in communities around the country. The Conference was sponsored by the AT&T Foundation, the U.S. Department of Health and Human Services, and the National Science Foundation.

Participants in the conference were divided into six Topic Committees: Steering Committee; Education of Children, Parents, and Teachers; Mathematics and Science Teachers; Leadership Development; Health, Social Services, and Employment Training; and Public Policy and Legislation. The resulting Committee reports formed the basis for the development of an initial draft of "Opening Unlocked Doors: A National Agenda for Ensuring Quality Education for Children and Youth in Low-income Public Housing and Other Low-income Residential Communities." Mr. Blackburn-Moreno provided a detailed overview of the issues and strategies identified in the reports from the various Topic Committees. Four cross-cutting issues for enhancing the education of children and youth in public housing were identified:

- Empowerment of residents
- Coordinated and enhanced services to residents
- Image of public housing
- Linkages with the broader community

Two major strategies were identified for implementation, with support provided at the national level:

1) **Community Resource Centers** (CRCs) in each housing development that would provide:

— Educational activities for children/youth including parent/family and teacher participation;
— Counseling, literacy, and job training/referral programs; and
— Social and health services (including a primary health care center).

2) **Community Service Centers** (CSCs) on Predominantly Minority College and University Campuses located near low-income public housing developments that would be the main mechanism for linking the institutions to the neighboring communities.

A CSC would:

— Serve as a broker of information about the needs for services in the community and student/faculty interest in doing community service;
— Promote community service among students and faculty;
— Disseminate information in the community about the institution's community service efforts; and
— Share information/network with similar centers across the country regarding initiatives underway and their effectiveness in supporting the educational needs of children and youth the communities served.

Summary of Discussion

Among the guiding principles for the national agenda are the following:

- Ensuring quality education for children and youth in housing developments and other low-income residential communities requires a comprehensive, coordinated approach
- Restructuring education in schools, providing out-of-school academic enrichment, coordinating and expanding existing social and human services are all necessary
- The full participation of residents in all phases is essential to the agenda's success
- Predominantly minority colleges/universities can play a leadership role in collaboration/coordination efforts
- Efforts at the local level can benefit from and extend to initiatives underway in other communities across the country via a national information exchange network

Questions relating to the completion of "Opening Unlocked Doors," were raised. Mr. Blackburn-Moreno indicated that the report is expected to be completed in January 1993, depending on the level and amount of edits/comments that come back from the current review cycle. Other topics/areas discussed included: the representation of two-year colleges, schools, and other groups at the conference and in the planning/development phases; the recommendation that information on the project and programs be disseminated to all colleges and universities; and the procedures required to establish a national policy that targets those students who are not getting as good an education as others are (many of them live in housing projects). Comments were also made about funds being taken away from public housing and being put into Section 8 vouchers — many public housing communities are not a part of the Section 8 program.

Leadership and empowerment were identified as key tools for the success of any type of program in public housing communities.

Brownbag Discussion Series

Series 3, Number 5 November 6, 1992

"Violence in Schools: Ways to Deal with School Safety and Discipline"

Mr. Edward Muir
Director, School Safety Department
United Federation of Teachers, (UFT), New York

The subject of conflict resolution has received considerable attention, given the escalation in the number of violent crimes committed in the United States over the past decade. Contributing factors include: the accessibility of deadly weapons; the use and abuse of illegal drugs; and the romantic depiction of violence by the media. Members from the religious, education, law enforcement, and public health communities have independently created and implemented strategies to resolve conflict nonviolently. The issue of safety, both at home and in school, is one that greatly impacts the quality of education that children and youth, receive. Schools, and the communities that surround them, have a major role in creating a safe learning environment for our children, youth, and teachers.

Overview of Presentation

1960-1980

In the 1960s and 1970s school violence was usually politically motivated. In response to this type of violence, the New York Board of Education hired a Chancellor, and created the "School Stability Resource Team." The team included a variety of individuals from the community. The UFT's School Safety Committee and the New York City school system's Office of School Safety focused on increasing the number and also improving the performance of security officers in the schools. The officers were poorly trained and paid, wore no uniforms, and were only utilized in the high schools. In the 1977-78 school year, incidents involving teachers increased by 7% over the previous year. The UFT found that one trend still continued: the majority of incidents occurred in a distinct minority of schools.

In the 1980s, the New York school security force remarkably improved. The security officers were provided with uniforms and radios, and were trained and deputized as special officers with arrest powers. Violent incident trends from 1980 to 1987 decreased. However, in 1988 and in 1989, there was a 5 % increase and a 26% increase in violent incidents, respectively. More students began to leave the illegal drug business for a more lucrative one, the illegal gun business.

1990s

In 1991, the New York City public schools employed and trained 2,500 security officers for over 1,000 schools. Today, New York City public schools have over 3,000 security officers. This is a ranking comparable to being the fifth largest police force in the nation. There are more security officers in New York City public schools than there are police officers in the city of Miami, FL.

The 1991-92 school year proved to be the most violent for staff and students since records have been kept by UFT. UFT believes that one contributing factor to the record amount of violence is due to budget cuts. The cuts resulted in 2,500 fewer teachers and other staff members. In addition, the New York City school system lost more than 4,000 veteran teachers to an early retirement program. By the time school opened in September, a little more than half of the veteran teachers had been replaced, while the school system faced a 25,000 student increase. Security officers, technology, and programs alone could not deter the rise in violent incidents. The total number of students attending New York City public schools is now over one million.

The United Federation of Teachers reported 4,000 violent incidents involving its members in the 1991-1992 school year, compared to 3,500 the previous year. In 1991, the New York City Board of Education reported 12,000 violent incidents city-wide (1.2% of the student population). Data show that a large percentage of staff victims are new teachers that have less than 5 years of teaching experience.

During the 1991-92 school year, violent incidents involving guns became more prevalent in schools. New York City schools experienced 131 incidents involving guns in and around schools that year, compared to only 45 in the 1990-91 school year. In 1990-91, 12 people were shot and one student killed in and around schools, while 32 individuals were shot and nine people were killed in and around schools in 1991-92. Based on a recent study, 78% of students in the United States fear that they will be the next victim of a violent crime.

The fact that handguns are very accessible on the streets of New York is a contributing factor to the rapid increase in gun violence in schools. The UFT believes that gun use in schools can be attributed to several factors: (1) male youth carrying guns as a "male token;" (2) younger students needing to protect themselves while also trying to prove themselves to the older students; and (3) youth coming into schools with drugs who, most likely, also bring sophisticated hardware, like UZIs. The average age of both the victim and the perpetrator of gun violence is between the ages of 15-20. A New York City high school teacher created a "grieving room" for students whose friends had suffered violent deaths.

What Works

The UFT has identified several practices that work in helping to deter school violence among youth: (1) peer mediation; (2) alternative education—smaller schools are better— almost no violence occurs; (3) more programs for kids and families; and (4) educating children at an early age.

The UFT was effective in placing the Straight Talk About Risks (STAR) Program in middle schools. The program is expected to expand into the high schools and lower grades over the next two years. They have also proposed a series of violence prevention workshops in five school sites in New York City.

Summary of Discussion

What to do

America has to recognize that gun violence among youth is a public health problem. Gun violence, or any type of violence in schools, is a deterring factor in the academic success of youth. The UFT believes that stiff federal and state penalties for anyone selling a handgun to a child are ineffective, and that the same programs used for the war on drugs can be used for gun sellers.

A question was raised as to whether the United Federation of Teachers was doing anything to build a school/community alliance. Mr. Muir stated that UFT is campaigning in schools and campuses about safe corridors — safety in school, and safety to and from school. The strategy is to get more people involved with school and child safety issues. UFT also engages in activities that deal directly with parents and has established a parent outreach program that assists parents with their child's academic problems.

There was discussion about the gender of the perpetrator. Overwhelming, the gender of the perpetrator is male. Females are most likely to only carry a gun for their boyfriends, to be "gun-molls." Mr. Muir also said that the lowest grade reported that a child brought a gun to school was kindergarten.

The problem of school violence is interrelated to the economy, business, and the community. Employment, decent housing, and health care are all major factors related to school violence — what happens at school may be a reflection of what happens at home, and vice-versa.

Brownbag Discussion Series

Series 3, Number 6 November 20, 1992

"Election Results: Implications for the Education of Low-income and Minority Children and Youth"

Mr. Claudio Sanchez
Education Correspondent
National Public Radio

Dr. Ramona Edelin
President and CEO
National Urban Coalition

With the recent election resulting in a new Administration for the country and possibly a different focus on education, educators are asking questions such as: What actions, policies, and programs can we expect from the Clinton Administration in regards to education? What will be their implications for the education of low-income and minority children and youth? How will the current debates on educational reform be affected? Will America 2000 and/or educational choice survive? If so, in what form? Will national standards and assessments continue to be discussed or will they be implemented? At what point will curriculum content and equal access to quality instruction make it to the front burner? What will be the focus of federal student aid programs?

Summary of Discussion

Part I

Mr. Claudio Sanchez began the discussion with the point of view that no extraordinary changes will occur in the near future in education reform. He also indicated that he sees no major changes in education policy at the national level over the next 10 years. The reason, he believes, is that the nation is still redefining what "education" is and what children should be learning. With that in mind, he feels it is too early to tell whether such rethinking has or will make a difference in education reform.

Mr. Sanchez finds the major problem in education reform to be in the ability grouping of students, or what is commonly known as "tracking." We appear to be stuck with an archaic educational system. There is little scientific research that defines how a child learns. To date, there is still no hard evidence that teachers and counselors are denying some students access to certain courses solely because of their race or social class. However, researchers have found a pattern of racial and class bias in the placement of minority students. An example is in the area of mathematics and science instruction given by teachers to minority versus non-minority students. He cited a study by the Rand Corporation that looked at 1,200 schools. Among its findings were that in predominantly minority schools, the science courses were often in a lecture format. Teachers were less experienced and students seldom had the opportunity to do lab experiments or participate in field trips. Conversely, math and science teachers in predominantly white schools were found to be better trained with students receiving better instruction, that is less lecture time accompanied by more hands-on experience.

With respect to higher education, Mr. Sanchez believes racial issues from the 1960s and 1970s are likely to resurface. The new Administration will have to "re-think" what we are doing both right and wrong in terms of higher education. Admissions policy is one area worth addressing. He feels there needs to be an admissions policy that will give greater access to minority students. The University of California at Berkeley is one such institution with such a program. Another key area will be in race/minority scholarships. Secretary Alexander asked for a review of the scholarship policy and the Department of Education has not reached a conclusion on whether to retain or abandon minority-based scholarships. Another issue for the new Administration will be the question of diversity, namely in how schools define the term. The Middle States College Accrediting Association wants to use diversity as a marker to determine whether a school is "good."

He sees three key issues related to education reform that the new Administration should address. One is in the hiring of new groups to be responsible for such reform. "Productivity" will be of vital importance in the same way as economic reform. Another vital area is in research, or rather the politics of research, namely looking at the exploitation and/or manipulation of the field. The third issue, he believes, is adopting a new civil rights movement; one defined in different terms with greater emphasis being placed upon class.

There was some concern expressed about the priorities Mr. Clinton may have for a research agenda. Mr. Sanchez stated that the most important research going on now is the issue of testing. He thinks enhancing testing tools and test-taking skills in addition to determining what to test needs further investigation.

He also mentioned that California will be putting the voucher issue forward as a referendum in the coming year. Mr. Sanchez addressed the implications for the Clinton administration of the upcoming reauthorization of the Elementary and Secondary Education Act, stating that the reauthorization provides an opportunity to start over — not totally change the whole act, but to expand Chapter 1. He feels that perhaps Mr. Clinton will look to many in education reform for input.

Part II

Dr. Edelin pointed out that the level, direction, and intensity of education reform will depend on society, not only on Mr. Clinton. "Everyday people" need to have a direct role in education in order for reform to take effect. The issue of education should no longer be a black and white one. Rather, it should include children of all races. America is fast becoming a nation of many races and ethnic groups with distinctions more often being based upon class.

Dr. Edelin feels that students need a rigorous-based curriculum that includes multicultural teachings. Teachers need to abandon standard lecture formats and adopt more innovative methods. Children need to have a role in their community to enhance what they are learning in school. Mr. Clinton was one of the governors who helped develop the national education goals. She feels it is unlikely that he would deter from promoting a strategy such as America 2000.

Furthermore, Dr. Edelin believes President-elect Clinton will act on the following nine policies, listed in order of importance: 1) Training and workplace education, 2) Apprenticeships, 3) Youth Opportunity Corps, 4) Head Start, 5) Adult Education, an extension of Head Start for adults, 6) Revamping present student loan programs, 7) Testing and standards, 8) The reauthorization of the Elementary and Secondary Education Act, and 9) National goals and education reform.

She believes Mr. Clinton will try to diffuse the Choice issue by attempting to improve public schools. Both presenters commented on early childhood/pre-school education, indicating that there needs to be more focus on the family, rather than on the child in isolation from his/her family.

Brownbag Discussion Series

Series 3, Number 7

November 30, 1992

"Ensuring Quality Education and Training for Minorities: What Should the Transition Team Know?"

Dr. Shirley Malcom
and
Mr. Michael Cohen
Members of the Education and Training Transition Group
for President-Elect Clinton's TransitionTeam

QEM believes that:

- An essential step to putting an end to the educational neglect of those with the greatest need is to impress upon the new Administration the absolute urgency of dismantling our current educational system with its structured expectations of failure, and replacing it with a system in which the educational achievement of all students is the highest priority, the benchmark against which all of the system's participants are judged and rewarded.
- Quality education for minorities will not occur without the full participation of, and the leadership of individuals and groups from within, the various minority communities.
- A third important step is to lay the groundwork for national, state, and local partnerships to ensure, through quality education and training, a fundamental change in the quality of life for all Americans. Such partnerships would build upon existing coalitions, encourage the formation of new alliances, involve minority families and communities, and incorporate lessons learned from hundreds of exemplary programs around the country.

Background/Introduction

QEM was invited to share its views on education for minorities with Mr. Michael Cohen, Ms. Gloria McCabe and Dr. Shirley Malcom, members of the Education and Training Transition Group for President-Elect Clinton's Transition Team. QEM, in turn, decided to host this special brownbag and invited its January 15th Group members to share in this opportunity to express their views as well as to provide the Transition Group with a wider range of viewpoints, concerns, and recommendations.

Summary of Discussion

Ms. McCabe had been expected but was unable to attend at the last minute. Below are excerpts of the discussion on the topics/issues raised by Mr. Cohen, Dr. Malcom, and the audience in response to the question: "What do you think the new Administration needs to hear?"

Teacher Training Programs

The first question addressed a concern that more teacher training programs be supported. In response, Mr. Cohen said that teacher training and enrichment as well as programs focusing on increasing the number of minority teachers would be better addressed with the reauthorization of Chapter 1. He believes that teacher training programs should be based on local needs with local participation. There should also be some general guidelines or standards agreed upon. He believes that it is vital for teaching to be considered a "respected" profession. In regards to the educational infrastructure, Mr. Cohen stated, and Dr. Malcom concurred, that there should be a more systemic focus at the state level. He went on to suggest that issues be addressed on two levels: rural and urban.

Equity and Assessment Issues

The audience addressed the question of national standards and funding, noting that it is often the disadvantaged who are left out. Mr. Cohen stated that school delivery is an answer to this, in the same way that Chapter 1 focuses on kids who need help to meet national standards. He went on to say that education alone will not help address the equity problem. Partnerships must exist with a systemic approach to develop education/school partnerships. The plan, as he envisions it, would involve graduates from minority colleges in leadership roles. These students would play a role in K-12 education by providing younger students with the appropriate guidelines and expectations necessary for college. Above all, he believes that we must establish a criterion that would allow for more effective uses of resources. For equity to exist, the community will need to get involved and there must be support of public schools.

Industry and Schools

Math and science are critical because of their effects on the economy. Mr. Cohen and Dr. Malcom believe that math and science are what kids really need because it is precisely what they are not receiving. He discussed models that could get business and education to work together, citing the NSF research centers, as an example. Each NSF center has a corporate partner that focuses on specific academic areas (e.g., math and science) as well as a university partner. Another model suggested was in the area of teacher retraining and skills upgrading. Built into urban centers as "schools" would be places where teachers in the school district could be retrained. In this plan, teachers would be able to take a sabbatical to attend school, and the school district would provide the necessary funds. The districts would seek out corporations and private donors for any additional funding to further develop these "schools."

Systemic Reform

There should be systematic reform within the local community. Community-based organizations need to be involved in outreach and planning.

We need to stop having categorical grants, that is, putting funds toward certain programs. The community must pull all the issues together. More emphasis must be placed on those who are most underserved by the system, like public housing students. Everyone, including teachers, health service providers, parents, and colleges and universities near housing developments must play a role in reformation. This objective should operate on two levels. First, on a rhetorical level, educate the community and the larger society about the issues. Second, on a pragmatic level, offer the community choice and/or flexibility in what to do with the monies. Support would be given to facilitating-type agencies.

Reform was seen as operating within two interim steps. First, Chapter 1 is concerned with the harmful impact of testing. Therefore, we should suspend the requirement that standardized tests be used until states and school districts develop their own form of assessment. Secondly, we should start enforcing Chapter 1 and simply not tolerate any discrimination.

Priorities for Higher Education and Job Training

With respect to higher education, it was suggested that minority colleges including HBCUs be strengthened. One participant stated that the HBCU White House Initiative should move its offices out of the Department of Education and into the Office of Management and Budget. The feeling was that, in its present state, the office is buried in the Department of Education. Several participants said that data should be collected on these institutions, considering the potentially strong role minority institutions could play in education. Also, they suggested that further opportunities be extended to minority students to enter minority colleges, in the same way that this has been done for white students in the recent past.

It was recommended that job training be revamped as an effective national system. Apprenticeship programs were also discussed. What kind of jobs and/or career paths are being discussed with young people? Mr. Cohen seemed to believe that math and science skills were key. But establishing apprenticeship programs could become another way to separate minority from non-minority students. All students must have a rigorous core curriculum. The program's structure, however, will most likely be geographically determined, with minority-owned businesses playing important roles.

Brownbag Discussion Series

Series 3, Number 8

December 11, 1992

"The Media: Its Influence on the Education of Minorities"

Ms. Dorothy B. Gilliam
Columnist, *The Washington Post*

Ms. Dorothy B. Gilliam, Columnist with *The Washington Post*, discussed racial diversity in the media and the greater impact and responsibility the media has on how minorities are portrayed. She also addressed issues related to the media's recruitment of minorities and media bias.

Overview of Presentation

Ms. Gilliam talked about racial diversity in the media from the perspective that it forms a framework and prism with which to view the issue of education for minorities. There are two leading organizations in print journalism: the American Society of Newspaper Editors and Newspapers of America. Both have dealt with diversity in the media in part due to the prodding by organizations concerned with these issues. It's important to have diverse people writing what's read so broader perspectives are presented.

During the time of the riots in the late 1960s, there were fewer than 100 journalists of color in all 1,500 newspapers in America. The Kerner Commission said that news was responsible for the conflagration in the cities in part for not portraying what was actually going on in America. The Commission said that there were "two Americas." News media hadn't integrated racially and that was part of the problem. In the 1970s, there was a push on the part of minorities in media to increase their numbers. For example, the Institute for Journalism Education (IJE) offered training for people of color on how to enter the news media because editors were always saying they couldn't find "qualified" minority reporters. This was the level on which various groups focused on to engage the media to include diversity.

By the late 1970s, the American Society of Newspaper Editors (ASNE) had set a goal for the employment of people of color because of pressure from organizations such as IJE. ASNE stated in 1978 that by the year 2000, it wanted representation on news staffs at least at the same percentage as in the general population. If the population continues growing at the same rate, at least 28% of the news staff in the year 2000 will be from minority groups. Today, approximately 9% of the news staff nationally are people of color. In fact, half or 51% of the papers in America have no people of color on their staffs at all. That means that we will need to more than triple the numbers to meet the goals set for the year 2000.

Even as the nation becomes more diverse, news is still being dominated by one perspective. It is a matter of redefining the news to be more balanced and inclusive regarding racial and ethnic issues. Newspapers have the responsibility to counter the current distortions. They have "historical obligation." They should use the power and ability to set an agenda to make diversity an asset and not a liability. But newspapers deny their own power. They say "we don't make the news, we just report it." However, there is already evidence of newspapers changing. For example, look at the presence of women in the news. You see more stories about families, daycare, childcare, and flex-time issues that are all front page stories and considered "mainstream."

Ms. Gilliam said that while it is important to write stories about drugs and violence, we are also responsible for finding new definitions of news. With regard to the education issue, news has had an impact on the role of minorities. For example, Dr. Marilyn Gist raises the questions: "To what extent does journalism contribute to police practice, as in the incarceration of Blacks? How is racism perpetuated by judges and juries in the images that the media creates?" These questions are now being raised in academia. But most editors refuse to accept the heavy burden of responsibility. One editor has said that it's the impact of their living conditions and environment on young Black males and not the news that causes joblessness, homelessness, etc. But this is not a view supported by scholars.

People need to put more pressure on the media. The newspaper industry is in transition. In 30-40 years, America will be less white. The media is in a vulnerable position and is more willing to listen to the public. As more inconsistencies are pointed out, chances are better for changing things. For example, take women's issues — if women were excluded as sources and if their photos remained absent from the pages, then women's issues would not be taken seriously. The same issue is true for people of color. "Diversity is good business."

Summary of Discussion

A lively discussion followed Ms. Gilliam's presentation. Various issues were raised regarding the possible impact of the presence of minorities in other areas, the role of journalism education, and some of the signs of change. The following is a brief overview of some of the questions/issues discussed.

There was general agreement that people of color are needed in economic counsels and other key decision-making areas, people with relevant experiences to explain why certain issues are important and why urban interests are everybody's interests. Many people believe that there is still a "Berlin Wall" between the suburbs and cities.

The distribution of minorities is roughly the same in print and broadcast journalism. Television has a disproportionate number of African American men; however, this is very different in Washington. Few television anchors are African American men; most are women. There are 55,000 reporters today, 4,550 of which are people of color. Most people of color are on large newspapers which are concentrated in major cities.

Positive coverage of people of color is mostly entertainment or sports news. Sources and experts on a wider range of topics are needed. *USA Today* provides a model for change. *USA Today* has done what they call "mainstreaming." Under Al Newhart, a rule was made that everyday there had to be a story about diversity on the front page. His practice is replicated today and he's considered somewhat of a maverick.

Journalism education is not fulfilling its role as vigorously as it could in preparing people in the field. It's critical that colleges take the issue of diversity seriously. It's also critical to increase the percentage of minority teachers, the numbers of classes dealing with "multicultural" issues, etc. Students say that those classes don't exist or that if they do, students don't take them seriously. Schools want the industry to be more responsive. They say if news media hired more people of color, they would train more. Its a catch-22. We must shift and make diversity our strength. That is what will make this country truly competitive. Diversity is not considered really important, not valuable — we need to shift the paradigm.

In summary, there are no easy answers to getting re-definitions in the industry. People need to protest appalling misportrayals. This can come from community groups in concert with what's already going on inside the media. "New Directions for News" had several conferences regarding news and diversity. They were not picked up by the newspapers. Often change doesn't happen because events happen so quickly in a new environment. Editors are always worried about tomorrow's paper. That's the reality and an excuse. In voicing a protest, you must be specific and not just give generalities about the portrayals. Simply respond to what you see and hear. Your organizations have the moral authority to get volunteers together who are committed to monitoring portrayals, pictures, stories, etc. Get as many together as you can. Respond if you're offended by something. Pick up the phone. Write a letter. Newspapers get very little monitoring. It's so important to have input.

Biannual January 15th Group Meeting

January 15, 1993

at the
The Omni Georgetown Hotel ***(Phillips Ballroom)***
2121 P Street, NW; Washington, DC 20037; 202/293-3100
(1 block from the Dupont Circle stop on the Metro's Red Line)

Agenda

Topic: ***What National Organizations Are Doing and Can Do to Ensure Quality Education for All: Increasing Collaborations for Greater Success***

8:30 - 8:55 am *Continental Breakfast*

8:55 - 9:00 **Welcome**
- Shirley McBay, President, QEM Network

9:00 - 9:45 **Panel: Communications and Information Dissemination**
- John Childers, U.S. Department of Education
- Patricia DeVeaux, Federal Infomation Exchange, Inc.
- Mara Mayor, Annenberg/CPB Project
- Jackie Wintle, Library of Congress

9:45 - 10:45 **Panel: Policy Advocacy and Legal Actions**
- Sheryl Denbo, Mid-Atlantic Equity Center
- Kati Haycock, American Association for Higher Education
- Maureen Hoyler, National Council of Educational Opportunity Associations
- Ruth Mitchell, Council for Basic Education
- Alice Wender, U.S. Department of Education, Office of Civil Rights

10:45 - 11:00 *Break*

11:00 - 12:00 Noon **Panel: Leadership Development**
- Patricia Grim, The Washington Center
- Emily McKay, National Council of LaRaza
- Norman Meyer, Congressional Black Caucus Foundation, Inc.
- Mirka Negroni, ASPIRA
- Michael Webb, National Urban League

12:00 Noon - 1:30 pm ***Lunch and Update***
Brief Highlights of the Activities of "January 15th Group" Organizations Not Making Formal Presentations

1:30 - 2:30 pm **Panel: Community-based Initiatives**

- Peter Bankson, Cities in Schools
- Amanda Broun, Public Education Fund Network
- Sherry Deane, National Black Child Development Institute
- Ruth Pagani, National Puerto Rican Coalition
- Timothy Ready, Association of American Medical Colleges

2:30 - 3:00 **Group Discussion: Opportunities to Enhance Collaboration Within the January 15th Group**

3:00 pm *Adjournment*

Brownbag Discussion Series

Series 3, Number 9 February 26, 1993

"Empowerment Through Enterprise Zones: Strategies to Rebuild the Economic and Social Structures Within Low-income Communities"

H.R. 15, The Enterprise Zone Community Development Act of 1993

Mr. Jonathan R. Sheiner
Tax Counsel, Office of Congressman Charles B. Rangel
U.S. House of Representatives

Conditions facing many of America's families threaten the very fabric of our society. Many are trapped in communities with collapsed economic and social infrastructures, and have little access to affordable housing, adequate care, quality education, or the American Dream. Community empowerment has long been proposed by both parties as an anti-poverty strategy to address such conditions. Empowerment includes such concepts as tenant management, home ownership for low-income families, promotion of small businesses in low-income communities, asset formation among welfare recipients, and granting tax breaks and other advantages to companies that settle in "enterprise zones" in poverty-stricken areas.

H.R. 15, introduced by Congressman Charles B. Rangel of New York, is a comprehensive investment strategy designed to enable low-income communities to creatively and aggressively attack their economic and social problems.

Background and Overview of H.R. 15

The Enterprise Zone Community Development Act of 1993 (H.R. 15) offers a coordinated, comprehensive strategy to invest in those communities that have been most devastated by the social and economic calamities of the past 12 years (enterprise zones). The following summarized excerpts, which describe the targeted communities, are taken from Congressman Charles B. Rangel's introduction of H.R. 15 (Congressional Record, January 5, 1993).

Among the results of the "hand-off economic policies" approach of the past 12 years has been an accelerated disintegration of the social and economic fabric of the Nation's poorest, most destitute communities. "Even with an upturn in the Government's economic indicators, these places are not likely to be freed from a vicious spiral of depression, decay, and desperation. In these communities, crime is rampant; jobs have evaporated; clean, affordable housing is totally inaccessible; and the sale and acquisition of illegal substances are the only signs of local economy."

H.R. 15 offers a strategy to invest in our communities in a way that empowers people to attack these problems creatively and aggressively where they are occurring. H.R. 15 combines the development of enterprise zones with the ideas of local initiative, social investment, and neighborhood leadership. It provides 150 communities the opportunity to break free from the cycles of poverty, unemployment, violence, and drug abuse, and start back on the long road to self-sufficiency and prosperity.

H.R. 15 calls on the administration to undertake a comprehensive analysis to determine how many communities in this country would qualify as enterprise zones under the criteria set forth in the bill, and what the costs would be to extend meaningful federal assistance and tax incentives to all of them. Once this analysis is completed, we should use this information to implement a long term national strategy to extend enterprise zone status to each of these areas. Until the analysis is completed, the bill would provide authorization for the creation of 150 zones over a five-year period. These zones would be chosen by the Secretaries of HUD (urban zones) and Agriculture (rural zones) based on the following criteria:

1) strength of the proposed course of action developed and submitted by the State and local governments;

2) effectiveness and enforceability of the course of action;

3) commitments by private entities for additional support for the zone;

4) relative levels of poverty and unemployment, and in the case of rural areas the population loss; and

5) the potential for revitalization.

Summary of Discussion

Mr. Sheiner reviewed H.R. 15 and offered more details on the criteria for selection as outlined in the actual bill. He discussed Title II of the bill (Social Investment Amendment in Enterprise Zones), which authorizes $15 billion over 5 years for a federal investment in the social and economic infrastructure of neighborhoods located within enterprise zones. It provides funds for both public safety and security, and social programs that have demonstrated a positive return for every dollar spent. He also provided the audience with an historical overview of Congressman Rangel's concerns about his constituency and the "plight" of the nation that led to the introduction of this bill.

In closing, Mr. Sheiner stated that the goal of H.R. 15 is to give the community the tools to build their own infrastructure in the form of health care, education, etc. The community should decide what they need and how they choose to spend their funds; they can make the difference. East Harlem was cited as a community that has shown the willingness and initiative to make such changes. They have built their own AIDS centers and low-income housing and are continuing to develop new ideas and initiatives.

Brownbag Discussion Series

Series 3, Number 10
March 5, 1993

Business Leadership: Its Role in Shaping American Education

A Discussion of the Study

"The Analysis of Metropolitan Washington Business Interest in Precollege Science and Mathematics Education"

Mr. Melvin W. Thompson
Executive Director, Institute for Science, Space, and Technology
Howard University

Business is playing an ever-increasing role in shaping American education. Once the satisfied customer of our system's graduates, American business has become the participative customer voicing its concerns and expectations of the American educational system, and asserting its needs for a technologically competent work force.

We know that education reform cannot be, and should not be, addressed by business alone. Nevertheless, business will continue to play a critical role in shaping American education. It is crucial that its role be a collaborative one, and one that reflects a deep understanding of the educational needs of minority children, youth, and adults.

Mr. Thompson discussed the results of a recent study, "Analysis of Metropolitan Washington Business Interests in Precollege Science and Mathematics Education." The study analyzes collaborative efforts of 358 companies in Washington and Baltimore in support of science, mathematics, and technology.

Overview of Presentation

Mr. Melvin W. Thompson provided highlights of the results of three surveys/polls concerning the participation of industry in mathematics and science education.

Study 1
One poll conducted by Fortune magazine surveyed 500 industrial and 500 service companies regarding "How Business Assists in Realizing Educational Goals." Questions were asked regarding: 1) the impact of corporate involvement in schools; 2) the percentage of corporate contributions allocated to various educational levels; and 3) the level of involvement of top management in educational reform.

Study 2
Another survey conducted by the Greater Washington Research Center asked high-tech company executives in suburban Maryland to rate local public schools and higher education institutions in the Montgomery, Prince George's, and Frederick counties.

Rating of local public schools

	Excellent	Fair/Poor	Good/Adequate
College Preparation	14%	22%	64%
Mathematics/Science Education	8%	41%	51%
Entry-level Workers	3%	49%	48%

Rating of local colleges and universities

	Excellent	Fair/Poor	Good/Adequate
College Preparation	11%	12%	77%
Mathematics/Science Education	7%	25%	68%
Entry-level Workers	17%	17%	66%

Study 3
The main focus of the presentation was on the results of a third study, "Analysis of Metropolitan Washington Business Interests in Precollege Science and Mathematics Education." This recent study, supported by Howard University, the Department of Energy,

and the Systems Engineering and Management Associates, Inc. (SEMA) analyzed the collaborative efforts of 358 companies in support of science, mathematics, and technology. The purpose of the survey was to determine the extent to which collaborative efforts already exist between precollege educational institutions and public and private sector businesses and organizations, and also to examine the potential for expanding such efforts. The investigation was also designed to provide a description of the kind and focus of any support which is currently provided.

A preliminary analysis of the results regarding the extent of support shows:

- 38% of businesses are currently providing support for precollege science and mathematics education
- 24% are not providing support but are willing to do so
- 28% are not providing support and are unwilling to do so
- 10% no response

In the past, corporations provided greater support on the graduate level because they saw it as an immediate return on their investment. That view seems to have shifted to levels earlier on in the pipeline. The results regarding the grade levels toward which the support and/or assistance is being directed show that 44% of businesses are currently providing support for secondary education and 50% are providing support for both the elementary and secondary grades.

Regarding selected groups to which the support and/or assistance is being directed:

- 33% support primarily minority or underrepresented groups
- 10% support high achievers only
- 10% support low achievers only
- 59% provide support directly to teachers

Regarding specific kinds of assistance currently provided:

- 41% support on-site teacher enhancement
- 50% support student academic assistance
- 81% support student awareness activities
- 53% support private after-school and summer activities

Several tentative recommendations from the preliminary analysis of the study are outlined below:

1) apply the survey nationally, particularly in the more remote rural and isolated inner-city communities;

2) conduct an international study to assess techniques;

3) survey educators to determine needs for specific kinds of support and assistance as well as how this outside support can best be utilized;

4) evaluate the quality and efficiency of existing programs and identify exemplary programs that are candidates for replication; and

5) establish regional oversight through a coordinating agency to match business resources with school needs, develop clear guidelines for participation, and provide technical assistance.

The results will be used to assist the Department of Energy in planning and assessing its support for science education and providing leadership in collaborating on educational activities with other public and private sector organizations.

Brownbag Discussion Series

Series 3, Number 11 March 19, 1993

"Welfare Reform: A Discussion of H.R. 741"

Mr. Andrew S. Bush
Professional Staff Member
Committee on Ways and Means, Minority Staff
U.S. House of Representatives

President Clinton has promised to "end welfare as we know it." Earlier this year, a group of current or former Republican members (Shaw, Johnson, Grandy, and Santorum) of the Human Resources Subcommittee of Ways and Means introduced H.R. 741 which they say will help the President achieve this "worthy" goal.

H.R. 741 could have important implications for the employment, education, and training of the millions of Americans who rely on welfare benefits. The proposed legislation seeks to attack "welfare dependency" and to revamp the Aid to Families with Dependent Children (AFDC) Program. The intent is to convert the current welfare system into a system for workforce preparedness and to "convert welfare from a dead end into a second chance."

Background and Overview of H.R. 741

According to Mr. Andrew Bush, H.R. 741 is aimed at revising the Aid to Families with Dependent Children (AFDC) program for single mothers with children, by breaking its cycle of dependency. The bill contains the following major proposals:

AFDC Transition Program-To allow welfare recipients two years of job training, education, job search skills, and work experience to prepare them for accepting a permanent position of employment.

- Families must participate in the training program a minimum of 520 hours per year. In a two-parent household, at least one member must fulfill this requirement, though in some states both might be mandated to do so.
- If participants fail to meet the state-defined criteria, they are given three opportunities before being dropped from the program altogether. However, when families are dropped from AFDC, they still retain Medicaid, Food Stamps, housing, and any other benefits for which they are eligible.

AFDC Work Program - If recipients fail to find a job after two years of training, they must then work for minimum wage in a job equal to their AFDC benefits.

- States are required to have a Community Work Experience Program (CWEP) in which parents work in a public sector job.
- After three years of participation in the work program (and a total of five years of AFDC), states have the option to drop recipients while retaining recipients' eligibility for Medicaid, food stamps, and other benefits.

Expansion of State Waiver - Any program eligible to receive federal funds may submit an application outlining the program that it wants to change and how it will use its funds.

- All waivers will be considered by an interagency board composed of representatives of the Secretaries of Agriculture, Health and Human Services, Housing and Urban Development, Labor, Interior, and Justice, and of the Office of Management and Budget.

Miscellaneous Amendments

AFDC Recipients and Drug Addiction- AFDC applicants, diagnosed as addicted to drugs or alcohol, must receive addiction treatment. Failure to participate on a satisfactory basis will result in expulsion of AFDC benefits for two years. States may waive work and training participation requirements for up to one year, if AFDC recipients are participating in addiction treatment programs.

State Authority to Modify AFDC Disregard Rules - States have the authority to alter the work disregard rules, including the standard deductions and designated time periods. The changes, however, can not be more favorable to the recipient than a rule providing a permanent disregard of the first $200 of earnings plus 1/3 of the remainder.

Summary of Discussion

Welfare reform was an issue for the Republicans even before President Clinton made it a campaign issue. The Republicans wanted to provide legislation that attacked dependency and gave welfare recipients an opportunity to learn the necessary skills to find full-time, permanent employment. They say there has been a growing trend, since the 1960s, where fewer people are able to move into permanent jobs because they are neither well-trained nor well-skilled in a field.

How then might individuals prepare to find permanent work? According to legislators, "welfare shouldn't just be a benefit provider but a transformer," aimed at those who might never have held down a job previously. They hope that once welfare recipients enter the work force, they'll re-think the role of education in their lives and aspire to better jobs.

Some of the concerns raised by opponents to the legislation have been that reforming the welfare system would be too costly, requiring $3.6 billion over the next five years. Others consider two years too brief a time requirement for training. The current Administration is expected to come out with its own proposal soon.

Brownbag Discussion Series

Series 3, Number 12 April 2, 1993

"Reauthorization of the Elementary and Secondary Education Act and Proposed Reforms in Student Financial Aid"

Ms. Suzanne Ramos
Education Counsel to Senator Edward Kennedy
Committee on Labor and Human Resources, U. S. Senate

Many individuals and groups, including the Commission on Chapter One of the Elementary and Secondary Education Act (ESEA), are calling for a major overhaul of the Chapter 1 compensatory education program. According to many, the program is failing to meet the needs of children in poverty and to provide the level playing field these children need to succeed academically. How have these views been received, especially within Congress? Are there major revisions in store for the ESEA and, if so, how will they affect the quality of education received by low-income and minority students?

Further along the educational pipeline, proposals have been put forward by the Administration and by others to streamline the student financial aid structure. Proposals include: 1) moving to a system of direct lending in which federal funds are used to support student loans and 2) providing borrowers with a range of flexible repayment options. What differences, if any, will such changes make to students from low-income families who aspire to higher education but defer their dreams out of fear of a heavy loan burden? Are there changes in financial aid that could put us back on track towards parity and equity in education?

Background

Reauthorization of the Elementary and Secondary Education Act

The Reauthorization of the Elementary and Secondary Education Act of 1965 expires May 30, 1994. In accordance with the requirement that it be reauthorized every five years, the Elementary and Secondary Education Act (ESEA) is currently undergoing review. ESEA and related statutes authorize more than $12 billion annually for K-12 education. Of that $12 billion, more than $6 billion are allocated to Chapter One (Title One until 1981) programs to help local education agencies meet the educational needs of children from low-income families as well as migrant, Native American, handicapped, neglected, and delinquent children. Chapter One has been the federal government's major investment in elementary and secondary education. It accounts for 19% of the total budget of the U.S. Department of Education. A bill, H.R. 6, to reauthorize the Elementary and Secondary Education Act through Fiscal year 1999, is before the House Education and Labor Committee's Subommittee on Elementary, Secondary, and Vocational Education. In addition, S. 14, a bill focusing on the distribution of Chapter One funds, is before the Senate Committee on Labor and Human Resources. These reauthorizations will introduce legislation that addresses the needs of economically-stressed urban and rural areas. The reauthorization of ESEA and "Goals 2000: The Educate America Act," which intended to define and promote systemic educational reform, are part of the Administration's strategy for improving elementary and secondary education for all children in America.

Student Aid Reform

President Clinton wants to increase opportunities for students to receive a college education and/or vocational training. His objectives in reforming student federal aid are to encourage national service, alleviate burdensome debt, reduce the federal costs of providing student aid, streamline student aid programs, and make paying for college easier to understand for students, parents, and schools.

The President is therefore proposing a system of direct lending in which federal funds would be the source of capital for student loans. Federal funds are less expensive than private funds and, in theory, should provide significant savings to taxpayers over the current system of Guaranteed Student Loans (GSLs). The savings incurred could be turned over to the student in the form of lower interest rates. Schools that currently administer the Perkins Loan, commonly known as the National Direct Student Loan (NDSL), will be considered in the direct loan program. Approximately 500 colleges and universities should be affected by this program by next year, and all by 1996. The Department of Education will have the authority to establish the criteria to determine which schools have the necessary capabilities to administer the loans.

To make the funding process easier, unnecessary "middlemen" will be eliminated so that students are able to receive financial aid more expediently, with repayment terms that are easier to understand. For some small colleges where aid administration might be burdensome, funds would be provided to finance either the operation of a regional fund distribution agency or monies would be provided to the educational institution for additional administrative support.

The loan repayment process will also reflect more flexible options. For example, students with lower incomes could lengthen their terms of repayment and complete loan forgiveness would be given after 25 years. Income contingent loans would offer borrowers interested in pursuing lower paying public service jobs repayment terms that take just a percentage of a borrower's annual income. Other options would also be considered.

Overview of Presentation and Current Legislative Status

According to Ms. Ramos, the direct loan program was "sold" to President Clinton as a way to reduce the deficit and also support the National Service Plan. The Administration's initial proposal requested $6 billion in funding for the direct loan program. The Republicans believed, however, that private sector banks should continue to provide money for financial aid and threatened to withhold support for the $6 billion proposal. This resulted in a negotiated $4.2 billion being proposed in funding for the direct loan program. If the proposed legislation passes, it will be the largest student aid reform effort since the program began 20 years ago.

The direct loan proposal calls for the total eradication of the Guaranteed Student Loan (GSL) program. In the first year, approximately 500 schools will be selected with strong Perkins loan programs that demonstrate expertise in processing loan applications. These schools will represent a diverse mix of students; they will be both public and private; large and small; urban and rural. Ms. Ramos stated that these first 500 schools will probably not include proprietary schools but, by 1997, there should be full direct loan implementation at all institutions.

Ms. Ramos stated that the systemic school reform bill and the National Service Plan will be the first and second educational reform bills sent by the President to Congress. The Elementary and Secondary Education Act will follow. According to Ms. Ramos, the chief concerns under ESEA reauthorization will be: the building of better Chapter One schools; targeting money to poverty areas; considering resources available to limited English students; and teacher development. Still under consideration is whether teacher development will fall under ESEA legislation or under a separate bill. Not much has been decided in this regard, though Ms. Ramos stated that they would like to proceed quickly. The systemic school reform and National Service bills have been submitted to Congress already, but there has been trouble on the House side. A resubmission to Congress is planned. The final passage on all these proposals should be made by late May, 1993.

Brownbag Discussion Series

Series 3, Number 13 April 9, 1993

"National Service Plan: Its Implication for Low-income and Minority Youth"

Ms. Maureen A. McLaughlin
Acting Assistant Secretary for Post-Secondary Education
U. S. Department of Education

President Clinton has put forward a proposal for national service that promises to give every young American the opportunity to go to college and the option to repay the financial support provided through either payroll deduction or a form of service at the community, state, or national level. For many students, this proposal could not come at a better time: college is increasingly unaffordable due to rising costs and huge debts that accrue as a result of a precipitous decline in student financial aid over the past decade at the national level.

The proposed plan will keep the door to higher education open for many while providing a mechanism for addressing significant community and national needs. However, several issues about the plan remain to be clarified. For example, what is the plan's focus - is it on the opportunity to serve or on the service to be provided, or is it equally on both? What steps will be taken to ensure that the participation of students from low-income families is meaningful and not demeaning? How will the Program be administered? Will priority be given to particular areas of national need? Where will students apply and how will participants be selected? What measures will be taken now to ensure that we can quantify the Program's impact?

Background

President Clinton, throughout his campaign, talked about making college more affordable and thereby more accessible. On March 1, 1993 at Rutgers University, thirty-two years after the institution of the Peace Corps, the President unveiled his National Service Plan. In a spirit reminiscent of President Kennedy's commitment to community service, President Clinton predicted that "national service will be America at its best — building community, offering opportunity, and rewarding responsibility." The National Service Plan is designed to help young people to both pay for college or other post-secondary education and serve their country.

House Bill, H.R. 2010, and Senate Bill, S. 919, have been introduced to transform this National Service goal into legislation. The proposed legislation is comprised of two parts. The first offers educational awards to students who work to meet national needs in the areas of education, public health, environmental protection, and public safety. In return, for up to two years service, students would receive various benefits, as outlined below. The second part of the plan is intended to impact the student aid program. Instead of paying banks and other private lenders high interest rates to make student loans, the federal government will make loans to students directly. This would be done, in most cases, through an institution's financial aid office. Schools unable to administer loans directly, because of their small size or high rate of student default, will have alternative "originators," chosen through competitive contracts. By 1997, direct student loans are projected to save taxpayers billions of dollars while at the same time providing students better service via a more simplified system. Another benefit would be that students will also receive some of the savings from direct lending in the form of reduced interest rates.

Since the President's March address, the Department of Education staff has been working closely with the White House Office of National Service and other related agencies to submit a proposal to Congress by late April, 1993. The President has requested $389 million to fund the program for Fiscal Year 1994; this amount is expected to increase to $3.4 billion by Fiscal Year 1997.

Overview of Presentation

Ms. McLaughlin discussed the Administration's goals to make college more accessible and affordable to American students as championed by Mr. Clinton during the election campaign. She said that the President hopes to do this in several ways, one of which is through the National Service Plan.

By 1997, between 100,000-150,000 National Service jobs are expected to be made available to students. All National Service jobs will be new jobs and will not replace those already in existence. The program will start with 25,000 jobs in its first year, and build over time.

Students are eligible to participate in the National Service Plan before, during, or after college. Most National Service "slots," however, will be available to those students who choose to participate after completing college. Students interested in participating before college would receive scholarships redeemable upon entrance into an institution of higher learning. Students would be offered a $5,000 scholarship for each year of service, up to two years. The program during college would nearly replicate that of the work/study program by offering students part-time employment in National Service fields. Students who participate in the program after college would receive loan forgiveness between the amounts of $6,500-7,500 for each year of service, up to two years. (This amount was later reduced to $5,000 in response to a strong outcry from veterans who were outraged that the National Service students would be receiving benefits larger than those received by veterans.)

Included in the National Service Plan is the restructuring of the current student loan program. If some students, after completing college, choose to obtain lower paying employment positions such as teaching or legal aid, then they would be eligible for more flexible loan repayment schedules. Individuals could choose from one of four options. They could: 1) continue to repay as currently done; 2) extend their terms of repayment; 3) choose a graduated repayment plan where terms would increase over time; or 4) choose an income-contingent plan that is based upon their annual income. Borrowers would be allowed to switch and choose among plans as their situations change. The overall goal is to make repayment easier for those individuals entering careers that may not be very lucrative. The Pell Grant program would be retained as a foundation for low-income and other needy students. The current Guaranteed Student Loan (GSL) program would be completely eliminated.

Questions and Answers

Following her presentation, Ms. McLaughlin responded to a number of questions and concerns that were raised regarding National Service, some of which are highlighted below:

Who is responsible for identifying National Service jobs?
The decision will be left up to states and localities, not the Federal government. State and federal agencies and non-profit organizations can all submit proposals for the program which should be operating by 1994.

What will be the criteria for selecting jobs?
The jobs should have an impact on the students and society, and help promote values while serving the community.

What will be the geographic distribution of jobs?
The Office of National Service and Department of Education will have jurisdiction over such decisions. Jobs will be distributed evenly across states, though it has not yet been determined exactly how. The President has the authority to make all final decisions.

What salaries will be paid?
Participants in the program can receive both a nominal salary and loan forgiveness. The basic stipend will be no more than twice the minimum wage. Health care and childcare benefits will be provided, when necessary.

How will the program benefit those students who will not be attending college?
Part of the legislation addresses apprenticeship programs for students who go to trade schools or junior colleges. The National Service program is designed for both vocational and academic students.

Brownbag Discussion Series

Series 3, Number 14 April, 16, 1993

"Reform Efforts in the D.C. Public Schools"

Ms. Maxine Bleich
President, Ventures in Education

Ms. Barbara Clark
Executive Assistant for Educational Programs and Operations
Division of Curriculum and Instruction, District of Columbia Public Schools

Ms. Sadia White
Ventures Coordinator, McKinley/Penn Senior High School

The lessons learned from reform efforts in the D.C. Public Schools can potentially benefit thousands of minority and economically disadvantaged children enrolled in our nation's urban school systems. One reform effort currently being implemented in the D.C. Public Schools is Ventures in Education. The Ventures Program is of particular interest because of its remarkable successes in diverse settings across the country and because of its demonstrated potential for replication.

Ventures in Education programs have reinvigorated high schools that serve minority and economically disadvantaged students through rigorous academic programs designed to prepare students so that they have the realistic option of successfully pursuing science- and mathematics-based fields in higher education. The program results are impressive. Today, more than 10,000 students in grades 9-12 participate in the Ventures programs, and more than 2,500 graduates are enrolled in colleges or professional schools, or have entered the workforce.

Background

Ventures in Education Program

In 1980, the Josiah Macy, Jr. Foundation, after a long history of supporting college-level efforts to bolster the number of minority students enrolling in medical schools, refocused its support to the high school level, supporting programs that provide poor and minority students with a rigorous course of study emphasizing mathematics and science subject areas.

The Foundation's new focus concentrated on public high schools with poor performance records located in areas with large concentrations of poor and minority families. The first four-year grants were awarded to: A. Phillip Randolph Campus High School, the only public high school operating in Harlem at the time; the Clara Barton High School for Health Professions in Brooklyn, NY; and, under the direction of the University of Alabama, 34 rural high schools in western Alabama. By 1989, the Macy high school programs were operating in 39 schools and serving more than 3,000 students.

In 1990, the Macy Foundation awarded a six-year $4.5 million grant to establish Ventures in Education, an independent, non-profit organization with the same staff who conceived and implemented the original pre-college programs. The goal of the organization is to extend the benefits of the original programs from 39 high schools in four states to a minimum of 100 high schools nationwide. These new schools, enrolling a minimum of 40,000 program students and graduating a minimum of 10,000 each year, will be located in cities and rural settings with predominantly minority and economically disadvantaged student populations.

After 13 years of operation, the results of the Macy programs have been remarkable. Students participating in the program have been scoring in the 60th percentile or above on standardized tests and receiving higher grades in mathematics and science courses, despite more difficult course content. Some 90 percent are attending four-year colleges, 46 percent as serious science majors. That compares with an average college attendance rate among African Americans and Hispanics of about 30 percent.

D.C. Program Implementation

Ventures in Education has chosen eight public high schools and two junior high schools in the District of Columbia to participate in the pilot program. The students who opt to participate in the program participate in a very demanding academic course of study. Although each school has its own course offerings, a minimum set of class requirements, which exceed the District's requirements, will be put in place. They include:

- Four years of English;
- Two years of a foreign language;
- An on-going four-year emphasis on reading, writing, and speaking skills;
- Advanced Placement courses in biology, calculus, English, and social studies;
- Formal preparation for standardized tests; and
- Participation in summer academic enrichment programs.

Currently, the Ventures program in D.C. requires students to take:

- Three years of mathematics during which everyone must take algebra, preferably in the eighth grade in order to be fully prepared to take calculus in the senior year;
- Three years of science with a laboratory sequence including one year of physical science, one year of life science, and one year of an environmental science which would have them prepared for an advanced placement science course in their senior year;
- Two years of a foreign language;
- One year of a social science;
- One year of course work in vocational education which includes practical arts courses (e.g., business, home economics, or industrial arts) in order for them to apply skills from the academic courses in a practical manner; and
- One semester of either music or art.

These required courses are in addition to the 100 hours of community service required for graduation.

The Ventures in Education program places a great deal of emphasis on teacher support and development. Funding is provided for curriculum development, and for teacher and staff training. The teachers volunteer one planning period a month to share ideas and experiences with their colleagues.

Questions and Answers

Following the speakers' presentations, there was a lengthy question and answer period that generated considerable discussion. Some of the issues addressed were the following:

1) *How was the Ventures in Education program implemented?*

   In the case of McKinley High School, ten teachers from each of the primary disciplines came together to form a strategic planning committee in the months prior to the three-week orientation for participating students. The planning committee met to develop a central theme and to create a vision for the program. This was centered around a student-based enrichment program that would adequately prepare students so that, upon graduation, they would be able to make a smooth transition into either higher education or a career without needing any remedial preparation. The decision as to the textbooks to be utilized was left up to the individual departments. Ventures provided guidance and core support, but the schools were responsible for creating a challenging curriculum.

2) *Is there a K-12 focus for any of the Ventures programs?*

   Currently, Ventures in Education works with a K-12 model in other settings. They have submitted a proposal to the National Science Foundation to enhance mathematics and science programs at the K-8 level in the boroughs of Brooklyn and the Bronx.

3) *How are the schools, parents, and students reacting to the change?*

   Ventures is currently in the process of collecting information. However, there has been an enrollment increase in Algebra and an increase in students on the honor role for those students enrolled in the Ventures program.

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4) *Does Ventures have a targeted proficiency level for standardized achievement tests?*

Ventures in Education and the National Science Foundation, one of their primary funders, have established requirements. By 1996, 85 percent of the students must be at or above the national average on the standardized tests.

5) *What were the criteria used in selecting the 10 pilot sites?*

It was an arbitrary decision. Officials from every high school in the D.C. Public School system were invited to a meeting with Ventures in Education representatives. Basically, the schools that were represented at the meeting were chosen with the exception of a few that were not equipped to handle all aspects of the program.

6) *Why is it necessary to have someone from the outside be the catalyst for the reform process in the D.C. Public Schools?*

The present climate is such that there is far more readiness for change than ever before. School districts by and large are closed institutions with limited resources. The resources and expertise that Ventures in Education is able to bring is invaluable in helping to facilitate the kind of educational reform necessary. Among these resources is a critical relationship with private enterprise. Not only are businesses able to communicate the kinds of skills students will need in order to be marketable upon graduation, but they are also able to provide essential work study opportunities for students.

Brownbag Discussion Series

Series 3, Number 15 April 30, 1993

"Implications of Recent Court Decisions for the Education of Minorities: A Look At The Ayers Case"

Dr. Elias Blake, Jr.
President
Benjamin E. Mays National Educational Resource Center

In a historical ruling last June, the Supreme Court ruled that Mississippi's colleges and universities were unlawfully segregated. The decision reversed a 1990 ruling by the 5th U.S. Circuit Court of Appeals that the State of Mississippi was in compliance with the Constitution and no longer operated two university systems - one for Blacks and another for whites. The ruling was the result of a 1975 lawsuit initiated by private petitioners *(Ayers et al)* against the Governor of Mississippi *(Fordice)* charging that the State had failed to satisfy its obligation under the Fourteenth Amendment and the 1964 Civil Rights Act to dismantle the *de jure* dual educational system.

"In the most significant litigation affecting education since *Brown v. Board of Education* and the only litigation to address higher education, the U.S. Supreme Court ruled last June that Mississippi has operated racially separate universities. While the high court's opinion speaks directly to the *Ayers Case,* there is a broader interest. The opinion could affect the 17 states that once maintained racially separate schools and, more specifically, could sound the death knell for historically black colleges and universities...This 17-year old case has significant implications, not just for Mississippi, but for the nation."*

* From the Spring, 1993 issue of *Now,* Jackson State University.

Overview of Presentation

Historical Analysis

Dr. Blake started the presentation with a historical analysis of cases since the 1954 *Brown v. Board of Education* ruling that shaped education policy in the United States. He pointed out that the original mission of *Brown* had been lost in later interpretations of equal opportunity for education for Black Americans. Racial mixing became the chief concern of states instead of quality education for Blacks.

There was a second Supreme Court hearing of *Brown* referred to as "*Brown Two*." This was the first instance in which the original intent of *Brown* was skewed. The courts decided that it should focus on the possible effects of desegregation. Because of the Supreme Court's concern about social disorder, this was the first time in its history that the Court had given its citizens equal rights "with all deliberate speed." What followed was about 12-14 years in the South where there was very little desegregation. It was not until *Green v. Kent County* that school desegregation began in earnest. However, as Dr. Blake pointed out, some states were still not carrying out their duties as dictated in Brown. Because of this, in 1969, the Legal Defense and Education Fund of the NAACP brought a desegregation suit (*Adams v. Richardson)* against the Office of Civil Rights, stating that 10 Southern states had segregated higher education and that the Office of Civil Rights was not enforcing the law. *Adams* instituted a wave of desegregation proceedings across the South. Because of the ruling, a state had to submit a five-year plan to the Office of Civil Rights to be reviewed to make sure that the state was not continuing discrimination against Blacks.

State plans, however, often initiated programs in the interest of desegregation that were detrimental to minority students. Dr. Blake reminded the group during the period from 1968-1974, almost every large Black high school in the South closed and merged with historically white high schools. Dr. Blake described this policy as "destroy by merger." HBCUs, which had historically provided 65%-70% of baccalaureate degrees for Blacks, went to court to say that they could not allow that kind of desegregation to occur at the higher education level. They argued that they should not bear an "undue burden" in the desegregation process. From 1977-1988, states with no plans were taken to court.

Mississippi - Destroying Mission By Merger

Dr. Blake then began to focus on the *Ayers* case in Mississippi. He said that two out of three HBCUs in Mississippi would be wiped out. The state's proposed solution would destroy the mission of HBCUs (to provide Black students the opportunity to get a college education that the state colleges would not give — 80% of all Black high school graduates in Mississippi have depended on this) by merging the schools with white institutions. Dr. Blake gave the example of the proposed merging of Mississippi Valley State with Delta State. He said that Mississippi Valley State has a 99% Black enrollment, 65% of whom had ACT scores of 16 and below, while Delta State, with a 10% Black enrollment had only 22 Black students with ACT scores of 16 and below. The requirement for admission to Delta State is an ACT score of 18. What this means is that students who in the past were able to attend college with ACT scores of 16 and below at Mississippi Valley State would not be able to get into the new Delta Valley State once the two schools merge, assuming the new institution maintained an admissions requirement of at least 18 on the ACT. Because of the potential resulting reduction in the number of Black students in Mississippi's higher education system through this merger, the Ayers family sued the state of Mississippi. They stated that white schools with high admission standards would not admit Blacks, and the state also would not provide adequate funding for the remaining HBCUs to take in those excluded students. Mississippi won the case which was upheld by the Fifth Circuit Court of Appeals in 1990 on two major points:

1) Higher education was not a required activity; and

2) The state does not assign students to a college; therefore, its only responsibility is to stop denying admission to Blacks on the basis of race.

The court decided that Mississippi had fulfilled its responsibility under *Brown*.

The Supreme Court Ruling

The Supreme Court reversed the decisions of the lower courts in June of 1992 because it believed that Mississippi had set too low a standard for desegregation. It established a new set of criteria that focused on current discriminatory effects. The case was then sent back to the lower courts. All Mississippi policies had to be reviewed for discriminatory effects. For example, Dr. Blake identified three effects of raised admissions standards (including at HBCUs) on Black students:

1) They change the remedial mission of the HBCUs. Dr. Blake pointed out that the role of HBCUs was to expand the number of Blacks in higher education. The remedial mission of these colleges has been increasingly eliminated in the public higher education system across the country with the raising of admissions standards and the shift of remedial work to two-year college programs.

2) From 1976-1986, enrollment dropped 20% in Black colleges.

3) B.A. graduates dropped 30% over that same time period.

The new Supreme Court standard clarifies the educational responsibility of the state for violating the civil rights of Blacks. Black colleges did what the state would not do: offer black students entry into higher education and the support to complete those programs. Dr. Blake emphasized that, in the past, the public school systems in the South were calibrated to deny Blacks higher education opportunities and entry into the professions. Policy makers saw Blacks as intellectually inferior and felt that education had to be designed to fit their intellectual level. Dr. Blake gave a startling example: in Mississippi in 1950, 75% of Blacks of high school age were not enrolled in high school because the general consensus was that elementary school was the only appropriate education for Blacks. Tracking, Dr. Blake added, is the latter day version of this historic system. Tracking has effects in higher education because of the assumption that Black high school graduates have an inadequate high school education and can not do college work. Because many four-year colleges are eliminating remedial programs, the doors to higher education are closing to many Black students. HBCUs have long recognized this injustice and have a different view: "The Intellect Was There - The Education Was Not."

Summary of Discussion

Because of the current significance of the Ayers case, many of the brownbag participants were especially interested in the next step in the process to ensure equal educational opportunities to Blacks as dictated in Brown. A representative from NAFEO (National Association for Equal Opportunity in Higher Education) was interested in what role his organization could play. Dr. Blake answered that because the Supreme Court called for a six-month period of fact-finding before plans would be scrutinized, NAFEO could contribute in three ways:

1) The need for information and support from the broader Black college community is paramount to prove that HBCUs not only have sound educational policies but are required for Blacks to overcome discrimination.

2) NAFEO could help prove that Mississippi is still discriminating against Blacks by providing examples of successful remedies and advances made in other states to illustrate what can be done in Mississippi.

3) The organization can also help define the special status of HBCUs.

Dr. Blake also said that it has been very difficult to prove that higher admissions standards have been intentionally designed to discriminate, with the argument being that Blacks are not being excluded from colleges — they can still go to two-year colleges. He stressed the need to show that this is an exclusionary process, because only 18% of Blacks transfer from two-year to four-year colleges.

Another topic of discussion revolved around remedies. Dr. Blake emphasized that tracking and poor course selection at the junior high and high school levels have been detrimental to Black students. Individual teachers are making judgments that Black students don't have the ability to master difficult academic work, especially mathematics and science. Dr. Blake stressed the need to change teacher training programs and teacher attitudes. He also explained the necessity of making sure that quality issues stay in the forefront, because if rulings only show that schools have done all they can about desegregation, that will be the end of the use of courts to ensure quality education for Blacks.

One member of the discussion group asked about the new Administration's role in this issue. Dr. Blake pointed out that the HBCUs had experienced difficulties working with previous Justice Departments, but now the HBCUs are acting as an advisory group to a friendly administration. With Janet Reno, Black colleges are finding that they have greater access to and cooperation from the Justice Department. Dr. McBay, President of QEM Network, also pointed out that the Clinton administration should reverse the damaging policy of moving from grants to loans in the financing of higher education that occurred during the Bush and Reagan administrations.

In response to a comment, Dr. Blake firmly rejected the idea of including the issue of standardized evaluations for teachers in the forum to help prove discriminatory educational practices in Mississippi. He emphasized that there have been many cases where the court ruled against plaintiffs who argued that teacher evaluations were discriminatory. His desire is to keep this issue out of the litigation because it might bring in precedents that will make the case less credible, and more importantly, less winnable. Dr. Blake's goal is to use the Courts to safeguard the mission of *Brown* taken up by HBCUs, to insure that Black students get a quality education and, more importantly, have the ability to enter and successfully complete higher education programs.

Brownbag Discussion Series

Series 3, Number 16 May 14, 1993

"Community Colleges and Their Role in Educating Minorities"

Dr. Enid B. Jones
Director of Research
American Association of Community Colleges

Community colleges represent the largest untapped reservoir of potential college baccalaureates. They are the gateway to four-year degrees for more than half of minority students enrolled in higher education. In fact, 56% of Hispanic students, 53% of American Indian students, and 46% of African American students enrolled in higher education are in two-year colleges. Yet, for reasons that need to be articulated, transfer rates are low (for example, it is just over 18% for African American students), and many of those students who do transfer to four-year institutions fail to graduate.

Has the changing mission of the community college (from being the first two years of the baccalaureate degree to multipurpose, community institutions) contributed to this perplexing situation, or are there other significant factors causing such poor transfer rates among minority students?

Overview of Presentation

Hardly on the front-burner of educational reform issues, community college transfer rates reflect the status of higher education's "Glass Ceiling." Traditionally, community colleges provide access to the four-year degrees crucial to the "American Dream." Over 45% of minorities in higher education enter community colleges at some point in their lives. Because community colleges serve a "turnstile" function as never before, specific strategies are required to raise minority transfer rates, according to Dr. Enid B. Jones, Executive Director, Commission on Minority Education and Director of Research, American Association of Community Colleges (AACC). Forty-five percent of African Americans in higher education enroll in community colleges, as do 54% of Hispanics, 38% of Asian/Pacific Islanders, and 52% of Native Americans.

But conflicting needs guide the community college's "mission" as lifelong learning and career retraining co-opt attention from the transfer function. Attempts to calculate minority transfer rates fall victim to statistical vagueness and sloppy assessment. The lack of a uniform definition of "transfer rates" further compounds the problem. Even an AACC survey sent to 1200 community colleges nationwide resulted in data from only 104 institutions and hence, was neither statistically reliable nor thoroughly objective. But minority transfer rates do not suffer if schools have "commitment, policy, information, leadership, and collaboration," according to Dr. Jones.

To improve transfer and retention rates, community colleges need to consider the following strategies:

- counseling intervention
- seeking strong state support for higher education
- their proximity to four-year institutions
- orientation programs
- developmental and remedial programs
- high school/community college ties
- establishing transfer guidance centers

Joint action and sustained funding plus other AACC recommendations can assure minority success at America's community colleges — and beyond.

Brownbag Discussion Series

Series 3, Number 17
May 21, 1993

"Reconstructing Our Cities: A Revisit of the Kerner Report in Commemoration of the 25th Anniversary of the National Advisory Commission on Civil Disorders"

Dr. Lynn A. Curtis
President
The Milton S. Eisenhower Foundation

In 1968, the Kerner Commission concluded that America was moving toward "two societies, one Black, one white, separate and unequal." In the 25 years since the Kerner Report's release, the situation has changed little, according to a recently released report of the Milton S. Eisenhower Foundation. In fact, the Foundation's 25th anniversary report states that the famous prophecy of 1968 is more relevant today and more complex given the "emergence of multiracial disparities and growing income segregation."

The Eisenhower Foundation report asserts that the Reagan and Bush Administrations, throughout their terms, continually sought ways to rationalize disinvestment in low-income and middle-class communities. The Report suggests numerous solutions aimed at improving urban conditions that range from instituting and extending various local and national educational programs to combining these programs with investments in housing and effective drug and crime prevention programs.

Overview of Presentation

America's racial climate grows worse as America refuses to confront racism head on, according to Dr. Lynn A. Curtis, President of the Milton Eisenhower Foundation, speaking at QEM's Brownbag Discussion Series on May 21, 1993. "The more things change, the more they remain the same" is an old adage to which urban decline adds "the more things remain the same, the more things change." In today's urban climate: 23% of Blacks live in poverty; and one in four Black men are either in prison, on probation, or on parole.

The original Kerner Report's conclusion — "Our nation is moving towards two societies, one Black, one white, separate and unequal" — has deepened into prophecy as complexities, multiracial differences, and income disparities grow. Still, according to Dr. Curtis, we know what works, but need approximately $300 billion over the next 10 years to sustain necessary programs over sufficient periods to guarantee success. Instead, lack of "political will" and "the post-empowerment syndrome" create short-term funding, thus compromising long-term results. If we continue to ignore the real problems, "democracy will dilute, as will our standard of living."

Some social remedies are building blocks, others are only pyrotechnics. Buzzwords such as "volunteerism," "self-sufficiency," "partnerships," and "empowerment" frequently "zap" those they should aid. Head Start, community based non-profits, community-based policing, and National Community Development Banks *do* work. Trickle down economics, enterprise zones, the Job Training Partnership Act, and prison building *do not*. In fact, America imprisoned more people in the 1980s than any other nation in the industrialized world at a cost of approximately $25,000 a year per prisoner. Yet, crime rose between 1981 and 1991 by more than 40%. Meanwhile, Head Start saves $5 in future crime and health costs for every $1 it invests in young children, but only one-quarter of eligible children participate. Community-based non-profits can create sanctuary atmospheres, while community-based policing can build safer neighborhoods that promote investment. With human capital and community financial investment, inner cities can reduce crime and improve life.

It all amounts to what Dr. Curtis called "comprehensive interdependence," a methodology adapted from the environmentalists, where results resonate from one successful program to the next. Congress currently reserves comprehensive planning for such things as Star Wars and prisons.

Brownbag Discussion Series

Series 3, Number 18 May 28, 1993

"Racial Climate on College/University Campuses: Impact on the Education of Minorities"

A QEM Brownbag Discussion at WHMM-TV Channel 32
(on the Howard University Campus)

Dr. Reginald Wilson
Senior Scholar
American Council on Education

Racial attacks and violent acts stemming from racist attitudes have risen sharply in recent years on college campuses. A University of Stonybrook study cited 31 racial incidents occurring between 1978 and 1980. By 1988, 250 incidents were reported, and well over 300 cases were found in 1989.* Whether these assaults are a result of recent denunciations of affirmative action, minority-targeted scholarships, threats to deconstruct the canon, twelve years of policy-making designed to thwart minority progress, or simply a mirroring of general attitudes in the larger society, one is unsure. But quality education for minorities is inextricably linked to racial climate.

A Carnegie Foundation study released in 1990 reports that there has been "a sharp decline in the quality of life" on campus and a breakdown in the sense of community. If racist incidents and attitudes continue to surface, what promise for a quality education and rigorous intellectual climate can young people expect at our institutions of higher learning?

* From the National Institute Against Prejudice and Violence in Baltimore, MD

Overview of Presentation

Yesterday's college and university campuses — once the realm of ivory tower seclusion — have become today's mini-social battlefields. Campus racial hate crimes run the gamut from chalkboard graffiti to physical attacks... from verbal harassment to pejorative comments in the college newspaper. Racial hate crimes appear to increase with lack of knowledge about the growing diversity at institutions. Campus speech codes restrict rather than broaden mental horizons. "Politically correct" separatist postures unwittingly play into the hands of bigots happy to see minorities instigate separate race dorms, separate textbooks, separate curricula, and separate yearbooks.

Four hundred racial incidents were documented between 1990 and 1991. But racial hatred swells beyond reported cases with growing minority presence on campuses. When it comes to hate crimes, "colleges are microcosms of society," according to Dr. Reginald Wilson, Senior Scholar, American Council on Education, speaking on May 28, 1993 at QEM's Brownbag Discussion Series.

If what Dr. Wilson suspects is true, reported hate crimes rise in proportion to the anonymity of campus life: large campuses reported 70% of racial incidents, while smaller schools reported the remaining 30%. Growing isolation, alienation, and a sense of inferiority play themselves out across racial lines.

Increased minority presence intensifies the game of who feels, or is made to feel, inferior to whom. While Blacks expressed feelings of inferiority to whites, both Blacks and whites felt inferior to Asians according to a recent survey on academic performance done at the University of Washington by Dr. Wilson. Void of leadership, academia lurches without direction, unable to apply the reins of reason. Multicultural approaches — natural bridge builders — are left out in the cold.

In the end, America suffers. More minority students enroll, and fewer graduate. It is the Historically Black Colleges and Universities that graduate more students on time, send more students to graduate school, and command higher starting salaries for their graduates.

According to Dr. Wilson, the following steps can improve the racial climate on America's campuses:

- More conscious leadership
- Overtly asserted human values
- High expectations for minority recruitment
- More minority scholarships
- Equal academic performance standards for all
- Pride in high minority recruitment rates

Series 3, Number 19 June 11,1993

"Youth Apprenticeships: Their Implications for Minority Students"

Mr. Richard Kazis
Director for Work-based Learning Programs
Jobs for the Future, Inc.

As the role of public education increasingly becomes a subject of national interest, one overriding need remains clear - while all students could clearly benefit from an apprenticeship experience, minority and low-income students must be able to leave high school prepared with the skills necessary to be successful in college or to participate productively in the world of work, with the foundation required to upgrade their skills and advance their careers.

Youth apprenticeships are a major way to strengthen the school-to-work transition. Their long-term effectiveness, however, requires an accompanying rigorous course of study that will advance students both academically and occupationally. One national program designed to advance the knowledge and practice of youth apprenticeships in the United States is Jobs for the Future (JFF).

JFF's National Youth Apprenticeship Initiative is a multi-year effort that promotes the development of a national youth apprenticeship system and offers technical assistance to local youth demonstration projects.

Overview of Presentation

Preparing youth for life through "on the job" training is not one of the European traditions America embraced. In fact, the United States is the only major industrialized nation without a formal "transition" system from high school to employment. Faced with an unprepared 21st century work force, the Clinton administration now eyes European-style youth apprenticeships, hoping to borrow traits from German, Danish, and Swedish models without creating replicas, according to Richard Kazis of Cambridge's Jobs for the Future, speaking on June 11, 1993, at QEM's Brownbag Discussion Series.

Industries facing dwindling pools of qualified workers generate support for youth apprenticeships, but progress is retarded by numerous factors. According to Mr. Kazis, these include the difficulty in implementing and sustaining youth apprenticeships, not to mention Congressional budget cuts. But today's enthusiastic youth apprenticeships face other hurdles. Those who need them most, underserved youth, are overlooked. Instead, most target "mid-range" students, reinstilling the work ethic in a strata which has lost the manufacturing and manual labor ethic.

But youth apprenticeships promise "win-win" scenarios in the on-going battle for equity. They integrate academic and vocational training. They certify occupational skills. They customize learning to employer requirements. Youth apprenticeships can build positive job performance and promote loyalty for those previously beset by troubled records of job maintenance. The only "losers" are teenage crime, drug abuse, teen pregnancy, and school dropout rates. Benefits include the following:

- Students gain experience and knowledge
- Employers gain influence and the opportunity to customize job training to needs
- Unions gain power to define standards, wages, and benefits
- Schools get invigorated, eager learners

Youth apprenticeships can provide options for all students while guaranteeing America's future. The "work to make work" for underserved students has just begun.

Biannual January 15th Group Meeting

June 27-29, 1993

The June 27 - 29, 1993 Summit, *"Acting for Tomorrow—Now: A Summit on Quality Education for Minorities,"* served as the Biannual Meeting of the "January 15th" Group. The Agenda-At-a-Glance is provided below and the detailed agenda can be found immediately following. Summit proceedings are available from QEM as a separate document.

Agenda-At-a-Glance

Sunday, June 27

8:00 am	Registration	***Registration B***
8:30 - 9:00	Continental Breakfast	***Capitol Foyer***
9:00 - 9:45	Welcome and Opening Remarks *Overview of Demographics*	***Salon D***
9:45 - 11:15	*A Closer Look at Individual Communities (Seven Groups: Six Concurrent Sessions)*	
	African Americans	***Russell***
	Alaska Natives/American Indians	***Hart***
	Asian Americans	***Cannon***
	Central Americans	***Rayburn***
	Mexican Americans	***Longworth***
	Puerto Ricans	***Dirksen***
11:30 am - 12:45 pm	*Moving Forward Together (Reports from A Closer Look Sessions)*	***Salon D***
1:00 - 2:30	Luncheon - *Leadership for Quality Education*	***Salon F***
2:45 - 4:45	*Leading the Way (Six Concurrent Sessions - by QEM Goal)*	
	• Model and Potential Partnerships • Exemplary Programs • Leadership Development	
	Goal 1: *Enter school prepared to learn*	***Salon A***
	Goal 2: *Exit high school fully prepared for success in college/workplace*	***Salon B***
	Goal 3: *Significantly increase higher education participation, especially in mathematics, science, and engineering*	***Salon C***
	Goal 4: *Strengthen and increase the number of teachers of minority students*	***Salon E***
	Goal 5: *Strengthen school-to-work transition and emphasize life-long learning*	***Salon H***
	Goal 6: *Provide quality out-of-school educational experiences for youth and adults*	***Salon J***
5:00 - 6:30 pm	Reception and Greetings	***Salon I***

Monday, June 28

8:00 am	Registration	***Registration B***
8:30 - 9:00	Continental Breakfast	***Capitol Foyer***
9:00 - 10:15	*A Call To Action - Plenary Session*	***Salon D***
10:15 - 10:30	Break	***Capitol Foyer***
10:30 am - 12:00 noon	*A Closer Look at Critical Issues (Three Concurrent Sessions)*	
	• **Excellence and Equity (K-12) I**: Expectations Tracking and Ability Grouping School Integration Multicultural Education Bilingual Education	***Salon E***
	• **Excellence and Equity (K-12) II:** School Choice Certified Teachers Standards and Assessment School Safety, School Facilities School Financing	***Salon F***
	• **Excellence and Equity (Higher Education):** Campus Climate Two-year College Transfer Rates Availability/Nature of Financial Aid National Service	***Salon D***
12:15 - 2:15	Luncheon - *Meeting National Needs*	***Salon II***
2:30 - 4:15	*Getting to the Bottom Line Along the Continuum*	***Salon D***
	Panel: Quality of Preparation from Pre-K to Graduate School Head Start Chapter One Middle School K-12 Two-year colleges Minority Institutions Non-minority Institutions Curriculum Standards	
4:15 - 4:30	Break	***Capitol Foyer***
4:30 - 5:30	*Getting to the Bottom Line - Market Place and Students' Perspectives*	***Salon D***
5:30 - 7:00 pm	Reception and Greetings	***Salon II***

Tuesday, June 29

8:30 - 9:00 am	Continental Breakfast	***Capitol Foyer***
9:00 - 11:00	*Meeting the Challenge (Summary Recommendations and Response)*	***Salon I***
11:00 am - 12:00 noon	*Next Steps*	
12:00 noon	*Adjournment*	

THE QUALITY EDUCATION FOR MINORITIES (QEM) NETWORK

"Acting for Tomorrow-Now: A Summit on Quality Education for Minorities"

J. W. Marriott Hotel, Washington, DC

June 27 - 29, 1993

DETAILED AGENDA

Sunday, June 27

Conference Chair: Ray Marshall, Audre and Bernard Rapoport Centennial Chair in Economics and Public Affairs, University of Texas at Austin

8:00 am	Registration	***Registration B***
8:30 - 9:00 am	Continental Breakfast	***Capitol Foyer***
9:00 - 9:45	*Welcome and Opening Remarks*	***Salon D***

Ray Marshall, Conference Chair
Shirley McBay, President, QEM Network
Emily McKay, Senior Vice President for Institutional Development
National Council of La Raza

Overview of Demographics

Guest Speaker: Luis Plascencia, Associate Director
Tomás Rivera Center, Trinity University, Austin

9:45 - 11:15 *A Closer Look at Individual Communities (Seven Groups: Six Concurrent Sessions)*

African Americans ***Russell***

Presenter: Beverly Cole, National Director, Education and Housing
NAACP
Facilitator: Milton Bins, Vice President and Director of Education
Community Vision, Inc., District of Columbia

Alaska Natives/American Indians ***Hart***

Presenter: Bill Mehojah, Deputy Director
Indian Education Program, Bureau of Indian Affairs
Facilitator: Patrick Weasel Head, Director, Alliance of States
Supporting Indians in Science and Technology (ASSIST)
Montana State University

Asian Americans ***Cannon***

Presenter: Sandy Sabino Chinn, Educator, Prince George's County
Public School System, Maryland
Facilitator: Jay Tashiro, Director
Center for Environmental Sciences and Education
Northern Arizona University

Central Americans **Rayburn**

Presenter: Ana Sol Gutierrez, Member
Montgomery County School Board, Maryland
Facilitator: Beatriz Otero, Director
Calvary Bilingual and Multicultural Learning Center
District of Columbia

Mexican Americans **Longworth**

Presenter: Joel Gomez, Director, National Clearinghouse for
Bilingual Education, George Washington University
Facilitator: Luis Plascencia, Tomas Rivera Center

Puerto Ricans **Dirksen**

Presenter: Sara Melendez, President
Center for Applied Linguistics
Facilitator: David Vazquez, Chairperson, Social Studies
De La Salle Academy, New York

11:30 am - 12:45 pm *Moving Forward Together (Reports from A Closer Look Sessions)* **Salon D**

Facilitators:
Alonzo Crim, Mays Professor of Urban Educational Leadership
Georgia State University
Louis Nuñez, President, National Puerto Rican Coalition, Inc.

1:00 - 2:30 Luncheon - *Leadership for Quality Education* **Salon F**

Introduction of Speaker: Boris Ricks, Graduate Student
University of Southern California
Guest Speaker: Gary Orfield, Professor
Education and Social Policy
Graduate School of Education and the
Kennedy School of Government
Harvard University

2:45 - 4:45 *Leading the Way (Six Concurrent Sessions - by QEM Goal)*

• Model and Potential Partnerships • Exemplary Programs • Leadership Development

Goal 1: ***Enter school prepared to learn*** **Salon A**

Presenters: Michael Webb, Director
Education and Career Development
National Urban League, Inc.
Sheryl Johnson, Director
Helpline and Information Clearinghouse
National Committee for Citizens in Education
Facilitators: Steven Sanchez, Mathematics and Science Specialist
Daniel Fernandez Intermediate School
Los Lunas, New Mexico
Erica Tollett, Senior Public Policy Analyst
National Black Child Development Institute

Goal 2: ***Exit high school fully prepared for success in college/workplace*** ***Salon B***

Presenters: Joanne Favors, Director
"Say Yes To a Youngster's Future" Program
National Urban Coalition, Inc.
Kenneth Hill, Executive Director
Detroit Area Pre-College Engineering Program, Inc.
Facilitators: Ella Tsosie, Mathematics and Science Generalist
Ganado Intermediate School, Ganado, Arizona
Mary Ann Chee, Mathematics and Science Generalist
Ganado Intermediate School, Ganado, Arizona
Stephanie Robinson, Principal Partner, School/College Trust
American Association for Higher Education

Goal 3: ***Significantly increase higher education participation, especially in mathematics, science, and engineering*** ***Salon C***

Presenters: Sylvia Wilson, Recruiter/Counselor
National Consortium for Graduate Degrees
for Minorities in Engineering (GEM)
University of Notre Dame
Sandra Welch, Executive Vice President for
Education, PBS
J. Arthur Jones, Director
Office of Equity and Diversity
Mathematical Sciences Education Board
Facilitators: Charles Merideth, President
New York City Technical College
Melvin Thompson, Executive Director
Institute for Science, Space and Technology
Howard University

Goal 4: ***Strengthen and increase the number of teachers of minority students*** ***Salon E***

Presenters: Mary Futrell, Associate Professor
George Washington University and
Senior Consultant, QEM Network
William Hawkins, Director, SUMMA Project
The Mathematical Association of America
Facilitators: Carmel Ervin, Secondary School Specialist
National Museum of Natural History
Smithsonian Institution
Mary Dilworth, Director
Research and Information Services
American Association of Colleges for Teacher Education

Goal 5: ***Strengthen school-to-work transition and emphasize life-long learning*** ***Salon H***

Presenters: Margaret Simms, Director of Research Programs
Joint Center for Political and Economic Studies
Jeanne Adair, Project Manager, Jobs for the Future
Facilitators: Robert Lerman, Professor and Chair
Department of Economics, American University
Glenda Partee, Assistant Director
Resource Center on Educational Equity
Council of Chief State School Officers

Goal 6: ***Provide quality out-of-school educational experiences for youth and adults*** ***Salon J***

Presenters: Sonya Lynn, Documentary Workshop Instructor
Dawn Sparks, Student Producer
Educational Video Center
Howard Wallack, Senior Vice President, Operations
Laidlaw Transit, Inc.
Ruby Takanishi, Executive Director
Carnegie Council on Adolescent Development
Facilitators: Robert Goodwin
Executive Vice President and Chief Operating Officer
Points of Light Foundation
Jill Moss Greenberg, Coordinator
Multicultural Programming, Mid-Atlantic Equity Center

5:00 - 6:30 pm Reception and Greetings ***Salon I***

Special Guests: QEM Teacher Leaders, Parents, Students,
QEM Student Interns, and January 15th Group members

Remarks: *Multicultural Education*
James Early
Assistant Secretary for Education and Public Service
Smithsonian Institution

Monday, June 28

8:00 am Registration ***Registration B***

8:30 - 9:00 am Continental Breakfast ***Capitol Foyer***

9:00 - 10:15 *A Call To Action - Plenary Session* ***Salon D***
The Honorable Jeff Bingaman, United States Senate
David Hamburg, President, Carnegie Corporation of New York
Dorothy Height, President, National Council of Negro Women, Inc.
The Honorable Wilhelmina Delco, Texas State Legislature
Wilbur Hawkins, Deputy Assistant Secretary for Economic Development
U.S. Department of Commerce
Introduction of Speaker: Denise Lewin, Graduate Student
Massachusetts Institute of Technology
Guest Speaker: William O'Hare, Director
Population and Policy Research
The Center for Urban and Economic Research
University of Louisville

10:15 - 10:30 Break ***Capitol Foyer***

10:30 am -
12:00 noon *A Closer Look at Critical Issues (Three Concurrent Sessions)*

- **Excellence and Equity (K-12) I:** ***Salon E***

Expectations
Tracking and Ability Grouping
School Integration
Multicultural Education
Bilingual Education

Presenter: Robert Slavin, Director, Early and Elementary School Program
Center for Research on Effective Schooling
for Disadvantaged Students
Johns Hopkins University
Facilitator: Kenneth Manning, Professor of Rhetoric and
History of Science, Massachusetts Institute of Technology

- **Excellence and Equity (K-12) II:** ***Salon F***

School Choice
Certified Teachers
Standards and Assessment
School Safety, School Facilities
School Financing

Presenters: The Honorable Polly Williams,Wisconsin State Legislature
Philip Arbolino, Associate Director
Advanced Placement Program, The College Board
Facilitator: Yolanda Rodriguez, Teacher-In-Residence
National Board for Professional Teaching Standards

- **Excellence and Equity (Higher Education):** ***Salon D***

Campus Climate
Two-year College Transfer Rates
Availability/Nature of Financial Aid
National Service

Presenter: Deborah Carter, Acting Director
Office of Minorities in Higher Education
American Council on Education
Facilitator: Thomas Cole, President, Clark Atlanta University

12:15 - 2:15 Luncheon - *Meeting National Needs* ***Salon II***

Introduction of Speakers: Erich Bloch, Distinguished Fellow
Council on Competitiveness
Greetings: The Honorable Bill Goodling
United States House of Representatives

Guest Speaker: The Honorable Richard Riley
U. S. Secretary of Education

2:30 - 4:15 *Getting to the Bottom Line Along the Continuum* ***Salon D***

Panel: Quality of Preparation from Pre-K to Graduate School

Facilitators: Helené Hodges, Director, Research and Information
Association for Supervision and Curriculum Development
Warren Simmons, Associate Director, New Standards Project
National Center on Education and the Economy

Presenters:

Head Start	Jule Sugarman, Chairman Center on Effective Services for Children
Chapter One	Phyllis McClure, Director Division of Policy and Information NAACP Legal Defense and Educational Fund, Inc.
K-12	Terry Hartle, Vice President, Governmental Relations American Council on Education
Two-year Colleges	Connie Odems, Senior Vice President American Association of Community Colleges
Minority Institutions	Beverly Anderson, Director, Institutional Self Study University of the District of Columbia
Non-Minority Institutions	Carlos Rodriguez, Graduate Associate Academic Services and Undergraduate Education The University of Arizona
Curriculum Standards	Brian Curry, Policy Analyst Association for Supervision & Curriculum Development

4:15 - 4:30 Break ***Capitol Foyer***

4:30 - 5:30 *Getting to the Bottom Line - Market Place and Students' Perspectives* ***Salon D***

Introduction of Speakers: Richard Nicholson, Chief Executive Officer
American Association for the Advancement of Science

Guest Speaker: Emmit McHenry, Chairman, President, and CEO,
Network Solutions
Student Panel: Salvador Gandara, Senior, University of Texas at El Paso
Min Kim, Junior, University of California at Berkeley
Karen Williams, Senior, Spelman College

5:30 - 7:00 pm Reception ***Salon II***

Special Guests: Members of Congress, Agency Heads, Foundation Officers, and Washington-based Education Leaders
Greetings: Erich Bloch, Council on Competitiveness
Wilhelmina Delco, Texas State Legislature
Jack Gibbons, Director, Office of Science and Technology Policy
Gordon Ambach, Executive Director
Council of Chief State School Officers
Special Remarks: Walter Diggs, Vice President, Community Relations
Tom Culligan, Vice President, McDonnell Douglas

Tuesday, June 29

8:30 - 9:00 am Continental Breakfast ***Capitol Foyer***

9:00 - 11:00 *Meeting the Challenge (Summary Recommendations and Response)* ***Salon I***

Panel of Presenters:

Rafael Valdivieso, Vice President and Director
    School and Community Services
    Academy for Educational Development
Eleanor Hinton-Hoytt, Director of National Programs
    National Council of Negro Women, Inc.
Emily McKay, Senior Vice President for Institutional Development
    National Council of LaRaza
Billy Tidwell, Director of Research, National Urban League, Inc.

Panel of Respondents:

Sandra Brock Jibrell, Senior Associate, Annie E. Casey Foundation
Gail Promboin, Senior Program Officer, Aetna Foundation, Inc.
Tony Jackson, Program Officer, Carnegie Corporation of New York
Peter Thorp, Vice President
    Corporate University Relations and Educational Programs
    CitiBank
Peggy Siegel, Vice President for Business/Education Projects
    National Alliance of Business
Sharon Porter Robinson, Assistant Secretary
    Office of Educational Research and Improvement
    U.S. Department of Education

11:00 am - 12:00 noon *Next Steps*
Lynn A. Curtis, President, The Milton S. Eisenhower Foundation
Ramona Edelin, President and Chief Executive Officer
    National Urban Coalition, Inc.
Shirley McBay, QEM Network
Ray Marshall, Conference Chair

Series 3, Number 20 July 16, 1993

"Do High School American History Courses Disadvantage Students of Color?"

Dr. James W. Loewen
Senior Postdoctoral Fellow
National Museum of American History
Smithsonian Institution
and
Professor of Sociology
University of Vermont

In most American high schools, students are required to take at least three years of history. History is considered, therefore, to be essential to a student's academic success. History has the capacity to stimulate and strengthen a student's critical thinking, reading, research, and writing skills. History also has the potential to enhance the self concept, and to help develop a deep understanding and appreciation of the complex issues that have shaped and continue to shape our nation. Yet, many students do not receive these academic and personal benefits from their history courses. In fact, research suggests that most high school students dislike history, and that this dislike is reflected in a national underperformance in the subject area. Many African American, Native American, and Latino students complain of feeling alienated from the subject. As our nation is becoming an increasingly multi-ethnic and multi-cultural society, how do we ensure that the history taught in school reflects the many unique and diverse perspectives and experiences that are today's reality?

Overview of Presentation

History is defined as that branch of knowledge that records and analyzes past events. Its power in our lives is substantial. History provides us with the lenses to understand our past, our society, and ourselves. History is, therefore, a "story of understanding." When that history is told inaccurately and for the primary purpose of perpetuating a biased perspective, as it is in many classrooms today, history becomes a contributing factor in student alienation and isolation. The missed opportunities for minority students, created by this "disconnect" between minority students and history, are much greater and the academic consequences much more severe for these students than for others.

Dr. James Loewen suggested that history books, as well as the methods used to teach history, do turn off many minority students. He attributes this to several factors.

- **Poor Textbooks**
  Blatant omissions and distortions in the history text books that either minimize or exclude the contributions and participation of minorities as well as the current implications of those historical events for minorities.
- **Poor Teaching**
  History, potentially a subject that could help students develop research, critical thinking, and writing skills, is taught most often by teachers who are ill-prepared to teach the subject in a credible, relevant, and engaging manner, thereby failing to stimulate student interest and achievement.
- **Poor Purpose**
  By simply noting the titles and themes of most high school history text books, Dr. Loewen\pointed out that one could easily conclude that high school history is the public relations spin on America's story, attempting to sell students nationalism and patriotism but failing to handle in a responsible way the flaws in America's past.

Whether the distortions and omissions in history are created by design, neglect, or ignorance, one fact remains clear: with the ever-increasing number of minority students entering our educational system, all textbooks, lectures notes, and other instructional materials that do not accurately reflect history, must be discarded.

BEST COPY AVAILABLE

BLACKBURN-MORENO, Ronald

Mr. Ronald Blackburn-Moreno was QEM's Director of Community Outreach until February 1993. Prior to joining QEM, Mr. Blackburn-Moreno was Special Assistant for Pre-College Programs in the Office of the President, Ana G. Méndez Educational Foundation. He also served four years as Lead Project Manager for the same Foundation, where he designed a pre-college enrichment program in science and mathematics for 300 talented high school students. Mr. Blackburn-Moreno now serves as Coordinator, Academic Enrichment, for the Equity 2000 Project at the College Board in Washington, D.C.

BLAKE, Elias, Jr.

Dr. Elias Blake, Jr. is an independent consultant for the Ayers plaintiffs in the case *Ayers vs. Fordice*. Dr. Blake is also President of the Benjamin E. Mays National Educational Resource Center. His previous positions include serving as Director, Division of Higher Educational Policy Research at Howard University; and President, Clark College, a position he held for ten years.

BLEICH, Maxine

Ms. Maxine Bleich has been President of Ventures In Education, Inc. (VIE) since its inception in1990. Prior to VIE, Ms. Bleich worked at the Josiah Macy, Jr. Foundation for over twenty years as a Program Officer and for three years as Vice President.

BUSH, Andrew

Mr. Andrew Bush is currently serving as a Professional Assistant for the U.S. House of Representatives Committee on Ways and Means, Republican staff. Prior to this position, Mr. Bush served as Legislative Assistant for Social Policy for U.S. Senator Pete V. Domenici (R-NM).

CASSERLY, Michael

Dr. Michael Casserly now serves as the Executive Director of The Council of the Great City Schools. He also worked in the same organization in the capacity of Associate Director of Legislation and Research. Before joining the Council, he was an analyst with RMC Research Corp., and a research assistant with the American Institutes for Research from 1972 to 1976.

CLARK, Barbara

Ms. Barbara Clark is Executive Assistant to the Deputy Superintendent of Educational Programs and Operations of the Washington, D.C. public school system and the Project Director of Washington's Ventures in Education Program. Ms. Clark has served as Special Assistant to several other offices of Washington's public schools, and worked for several years as a Secondary Instructional Supervisor.

CODY, Wilmer S.

Dr. Wilmer S. Cody became the Executive Director of the National Education Goals Panel (NEGP) in the Spring of 1992, having served the four previous years as State Superintendent of Education for Louisiana. Prior appointments have included the superintendencies of the Montgomery County (MD), Birmingham (AL), and Chapel Hill (NC) school districts. In 1988-89, he directed the National Assessment Planning Project for the Council of Chief State School Officers. In 1972-73, he was involved in establishing the National Institute of Education.

COHEN, Michael

Mr. Michael Cohen is now a consultant to the Secretary of Education. Previously, he served as Director of the National Alliance for Restructuring Education at the National Center of Education and the Economy. Prior to this, Mr. Cohen worked as Research Assistant in both the Office of Research and the Finance and Productivity Program of the National Institute of Education. He is a member of the National Assessment of Chapter 1 Independent Advisory Panel.

CURTIS, Lynn

Dr. Lynn A. Curtis is the President of The Milton S. Eisenhower Foundation, which is the private sector continuation of the National Commission on the Causes and Prevention of Violence (the Eisenhower Violence Commission of 1968-1969) and the National Advisory Commission on Civil Disorders (the Kerner Riot Commission of 1967-1968). From 1977 to 1981, Dr. Curtis was Urban Policy Advisor to the Secretary of Housing and Urban Development, Executive Director of the President's Urban and Regional Policy Group, and Administrator of the $43 million Federal Urban Initiatives Anti-Crime Program targeted at public housing.

EDELIN, Ramona

Dr. Ramona Hoage Edelin is President and CEO of the National Urban Coalition (NUC), an urban action and advocacy organization founded in 1967. She is a leading spokesperson on the education of minority children and the utilization of cultural connections in their education. Under her leadership, the NUC has instituted a Leadership Strategy Series that brings together leaders from national organizations, labor, business, academia, Capitol Hill, community-based organizations and other groups for strategic sessions on timely issues of public policy and organizational development.

GILLIAM, Dorothy

Ms. Dorothy Gilliam is a columnist for *The Washington Post* and the current President of the National Association of Black Journalists. Ms. Gilliam came to *The Post* in 1961 and worked as a reporter on the metropolitan desk for three years. She then worked as a reporter for the television program, *Panorama*, on WTTG-TV in Washington, DC. She returned to *The Post* in 1972 as an assistant editor of the Style section and was made a columnist in 1979. A former Woodrow Wilson Fellow and ex-board member of the Fund for Investigative Journalism, Ms. Gilliam has served as chair of the Institute for Journalism Education, as a Vice President of the National Association of Black Journalists, and as a 1991 Fellow at the Freedom Forum Media Studies Center at Columbia University, New York.

JONES, Enid B.

Dr. Enid Jones served as the Director for Research for the American Association of Community Colleges until December 1993. She also served as Department Chair of the Business Administration Department at Broward Community College. Dr. Jones is a member of the U.S. Department of Education's Post-Secondary Education Panel. She currently serves as Senior Consultant for the Technical Assistance Project at the QEM Network.

KAZIS, Richard

Mr. Richard Kazis is Director of Work-based Learning Programs for Jobs for the Future (JFF), Inc. Before joining JFF, Mr. Kazis coordinated the M.I.T. Commission on Industrial Productivity's research and recommendations on education and training presented in the Commission's 1989 report, *Made in America: Regaining the Productive Edge*. Mr. Kazis has worked as a consultant on issues of work, technology, and economic exchange. He has also authored several books and publications.

LOEWEN, James W.

Dr. James W. Loewen is Senior Postdoctoral Fellow at the National Museum of American History. Dr. Loewen is also the senior author of a revisionist state history, *Mississippi: Conflict and Change*, that was rejected by Mississippi for classroom use. This led to a lawsuit in federal court, *Loewen et al. v. Turnispead et al.*, that was won on First Amendment and Fourteenth Amendment grounds. As a result, Mississippi was required to adopt the book for six years (1980-1986).

MALCOM, Shirley

Dr. Shirley Malcom is head of the Directorate for Education and Human Resources Programs for the American Association for the Advancement of Science (AAAS). Dr. Malcom was also head of the AAAS Office of Opportunities in Science from 1979 to 1989. Between 1977 and 1979, Dr. Malcom served as program manager in the Science Education Directorate of the National Science Foundation (NSF). Dr. Malcom is also a member of QEM's Technical Advisors Group.

McLAUGHLIN, Maureen

Ms. Maureen McLaughlin is Acting Assistant Secretary for Post-Secondary Education from the Office of the Assistant Secretary for Postsecondary Education. Prior to thisappointment, she was the Director of the Postsecondary Education Division, Planning and Evaluation Service, of the U.S. Department of Education. She also worked as an Analyst in the Congressional Budget Office from 1979 - 1988.

MODZELESKI, William

Mr. William Modzeleski is currently the Director of the Department of Education's Drug Planning and Outreach Staff. Prior to this assignment, Mr. Modzeleski was detailed to the Department of Education from the Department of Justice to serve as Executive Director of the National Commission of Drug-Free Schools.

MUIR, Edward

Mr. Edward Muir, Director of the School Safety Department of the United Federation of Teachers in New York City, has served as a troubleshooter and problem solver in various disruptive school environments. He has also developed security programs and worked with teacher victims of school violence. Mr. Muir has held several positions with the New York City Board of Education focusing on school safety. He serves on various boards, committees, and task forces, including the New York City Mayor's Inter-Departmental Task Force on School Safety.

PENGFEI, Wei

Mr. Wei Pengfei is Deputy Director of the Department for Minority Nationality Education, Stated Education Commission (SEDC), in China. Mr. Pengfei is also the Director Member of the China Education Society, as well as the Director of the Research Association on Minority Education for the China Education Society.

RAMOS, Suzanne

Ms. Suzanne Ramos served as Chief Education Counsel to the Senate Labor and Human Resources Committee for Senator Edward M. Kennedy. During her last year in that position, she worked principally on the Reauthorization of the Higher Education Act and related higher education issues. Prior to joining Senator Kennedy's staff, Ms. Ramos was a legislative attorney with the Washington, DC Office of the Mexican American Legal Defense and Educational Fund (MALDEF). Ms. Ramos currently works as the Special Assistant to the Under Secretary of Education and is also the current President of the Hispanic Bar Association of the District of Columbia.

SANCHEZ, Claudio

Mr. Claudio Sanchez is an award-winning journalist and education correspondent for the National Public Radio (NPR). His awards cover a wide range, including series production, investigative reporting, and local news coverage. He joined NPR in 1989, after serving as executive producer for the El Paso, Texas-based Latin America News Service.

SHEINER, Jonathan R.

Mr. Jonathan R. Sheiner has been Tax Counsel to Congressman Charles B. Rangel since 1985. Previous experience includes Lowenstein, Newman, Reis, and Axelrod, the Washington Metropolitan Area Transit Authority, and Consolidates Edison Co. of New York.

THOMPSON, Melvin

Mr. Melvin Thompson has been Executive Director of Howard University's Institute of Science, Space, and Technology since 1983. Prior to that, he was Senior Policy Analyst with the Office of the Director of the National Science Foundation. He has also served as the Executive Director of the Board of Minorities in Engineering and Science at the National Academy of Science/National Research Council and as Executive Director of the National Advisory Council for Minorities in Engineering.

WHITE, Sadia

Ms. Sadia White is Coordinator for the Ventures in Education Program at McKinley Senior High School in Washington, D.C. Ms. White also teaches Spanish at the high school and is a Staff Development Coordinator. Ms. White is the receipient of of the DOW Jones Newspaper Fund Award, as well as the MARJIS - Japan in Schools Fellowship and the King Juan Carlos Quincentenial Fellowship.

WILSON, Reginald

Dr. Reginald Wilson is Senior Scholar at the American Council on Education (ACE).Before joining ACE, Dr. Wilson served for nearly 10 years as President of Wayne County Community College in Detroit. He has served on the faculty at Wayne State University, the University of Detroit, Oakland University, and the University of Michigan. He is the author of *Civil Liberties in the U.S.*, and the editor and co-author of numerous books and journals.

Background, Issues, and Action Papers

QEM publishes and distributes Background, Issues, and Action Papers that provide background information on or an analysis of a given topic, giving contrasting perspectives and outlining specific actions QEM will take with respect to the topic, where appropriate. They are distributed to QEM's January 15th Group members, QEM's Board of Directors and Technical Advisors Group, QEM affiliates, researchers, policy makers at various levels of government, foundation program officers, and leaders of corporations who have special interest in major education initiatives. They are also distributed to other members of the general public, upon request.

Titles and Publication Dates of Previous QEM Background, Issues, and Action Papers

- Multicultural Education (November 1990)
- A National Curriculum (November 1990)
- Department of Education's Opinion on Scholarships Based on Race (March 1991)
- Educational Choice (September 1991)
- Separate Schools for African American Male Students (June 1992)

QEM Background, Issues, and Action Papers in this Document

- Creative Alternatives to Violence (March 1993)
- School Choice: Will All Children and Youth Benefit? (April 1993)
- Community Service on Minority College Campuses (June 1993)
- Educational Tracking in America's Schools (July 1993)
- Some Issues in the Education of Asian Americans (July 1993)
- Some Issues in the Education of Central Americans (July 1993)
- Background Information and Commentary on Welfare Reform (August 1993)
- The Establishment of a Youth Leadership Corps (YLC) (August 1993)

Planned Background, Issues, and Action Papers for 1993-94 Series

- Implications of a Technology-based Workplace for Minorities
- Instructional Uses of Advanced Technologies and the Role of Technology in Teacher Preparation and Enhancement Programs
- Enhancing Parental Involvement and Community Values in Support of Education
- Systemic Impediments in the Education of Black and Hispanic Males
- Educational Standards: Pathways or Impediments to Equity?
- State-wide Partnerships in Support of Minority Participation in MSE fields

CREATIVE ALTERNATIVES TO VIOLENCE

by
Sheila Davis

INTRODUCTION

Conflict is a part of the human condition. Power discrepancies, a loss of identity, divergent values, and free-floating anger are the components of conflict, and too often bloodshed becomes the aftermath. History is replete with examples of conflicts that have ended in violence. History offers an important lesson - a conflict resolved in violence remains a conflict unresolved. One only has to look at the Middle East, Ireland, and Yugoslavia for evidence. In the first half of this paper, the dimensions of violence in the U.S. are probed. Peaceful strategies for resolving conflict are presented in the latter half.

DIMENSIONS OF VIOLENCE IN THE U.S.

The United States offers two interesting variations to the study of violent conflict—race and youth. "Maryland's chief medical examiner said yesterday that the Howard County woman killed in a carjacking Tuesday died when her left arm became caught in the driver's side seat belt and she was dragged along the pavement," a *Washington Post* headline read. The article later explains that the alleged perpetrators were two black youths, one under the influence of PCP. While this story illustrates the gruesome nature of crime in the U.S., it does not fall into the category of the unusual. According to a child mortality study published by the National Center for Health Statistics, the United States ranks the highest among eight industrialized nations for death rates from violence. Homicide is the leading cause of death for African American males between the ages of fifteen and twenty-four, and every thirty-six minutes, a child is killed or injured by a gun. This comes to a total of 14,000 children per year. FBI statistics reveal a 332% increase in the overall juvenile arrest rate from 1965-1990. The upsurge was most extreme between 1980-1990 for black youth with a 145% increase in arrests for murder (compared to a 48% increase for white youth over the same time period). The 1980s also saw an increase in gun-related deaths. The number of juveniles who committed murder with guns rose by 79% over the past decade, and heroin and weapon law violations paralleled the trend for murder. These statistics indicate that young African American males are killing and getting killed in the greatest numbers. Guns and drugs play major roles in this carnage.

The problems of the community have spilled into the classroom. A Centers for Disease Control study has concluded that nearly 20% of all high school students carry a weapon to school (*Education Week*, October 16, 1991). The modern youth ethic does not include respect for human life. Students are killing each other over material items. To quote a young Boston student:

> "I was on my way to fifth period class in school when one boy accidentally stepped on another boy's newly bought Adidas. He was stabbed. Just over a $70.00 pair of sneakers." (Prothrow-Stith, *Deadly Consequences*)

Schools have installed metal detectors and have hired security officers. There is a sense of despair among the students. Students are exhibiting the behavior of the terminally ill, making statements like "if I grow up" instead of "when I grow up." The United Federation of Teachers offers victim support services for teachers that have been the targets of violent crimes. The principal of a New York City high school created a grieving room for teachers and students to mourn the loss of friends.

"Aggressive, anti-social children are not born," asserts Dr. Deborah Prothrow-Stith, Assistant Dean of the Harvard School of Public Health. If she is correct, then what experiences lead to the formation of delinquent youth? In order to understand the factors involved in the escalation in violence among youth over the past decade, it is necessary to look at how violence is tolerated by American society, and how the social fabric has changed over the past thirty years.

The programming of the television and film industry is one of sex, violence, and conspicuous consumption. The average high school student views 20,000 murders on TV before he or she graduates. Violent acts are not only shown with great frequency, but they are glamorized as well. Television programming communicates a system of beliefs that has nothing to do with obeying the rules. In addition to popular culture's saturation with violence, the United States has a rich history of violence. American democracy was founded on violence; the American West was conquered with violence; and the agricultural economy of the pre-civil war South prospered because of violence.

From the 1920s through the 1950s there was a migration from the South to Northern cities in search of manufacturing jobs requiring little formal education. Between 1960 and 1980 those jobs were lost to foreign competitors. As manufacturing jobs disappeared, many people found themselves outside of the labor market. Superimposed on this was the exodus of middle class blacks from segregated urban neighborhoods into the suburbs. These two factors had devastating effects on inner city working class communities. With bleak prospects for meaningful employment, some turned to the more lucrative drug trade where profits between five hundred and one thousand dollars a week could be earned. Over that time, the number of single parent households also increased. The work of Robert J. Sampson, a sociologist at the University of Chicago, indicates that in communities where there are large numbers of unemployed men and large numbers of single female heads of households, the amount of crime and violence rises significantly. This holds true regardless of race and class.

Although drugs, guns, and poverty have contributed to the problem, it is the lack of nonviolent standards in families and communities that has triggered the explosion in violence. Social learning theory states that children learn how to behave by imitating role models. Their behavior is reinforced by the community. Family therapists at the Oregon Social Learning Center believe that children who are socially competent come from homes where the rules are strictly enforced and the parents are nurturing. When parents deliver the message that violence is a legitimate way to solve a problem or when parents/responsible authority figures are absent from the home, children are in danger of developing anti-social behaviors. That threat looms even larger when there are no non-violent community standards. Dr. Prothrow-Stith articulates this idea in the following passage from *Deadly Consequences*.

> "Functioning institutions, along with functioning families, are central to a community's capacity to uphold a certain code of non-violent behavior. Individual citizens cannot successfully demand of each other and their children behavior that is legal and morally acceptable. Nonviolence must be a community standard, supported and reinforced by institutions and groups within the society. When individuals and institutions cease to regulate the behavior of residents, a vicious cycle is set in motion. People look at the lawlessness surrounding them, and they feel powerless to change the conditions under which they are living. The more powerless people feel, the less effectively they demand observance of standards of behavior. The more rules are breached, the more degraded everyday experiences become. The more pathology people see, the more people feel uninhibited about succumbing. At a certain point a critical mass is reached. At that point the pathology in the community multiplies unimpeded."

At no other time in American history has there been such a critical mass of citizens who have been raised with violent standards. With the world redefined as a collection of villages, the repercussions of what happens in the U.S. will be felt everywhere. There is a mandate for an alternative to violence as a means of resolving conflict.

STRATEGIES FOR RESOLVING CONFLICT

The documented history of nonviolent conflict resolution can be traced some seventy years back to the work of Mary Follett. She authored a book on how business managers could deal more effectively with interpersonal conflict in the workplace. She introduced the idea of a "win-win" solution. Well known practitioners of nonviolent conflict resolution have been Mahatma Gandhi and Martin Luther King, Jr. Gandhi demonstrated the power of nonviolent protest by leading a weapon-free fight to rid India of British colonial rule; King challenged legalized segregation practices in the South with "sit-ins" and bus boycotts. Gandhi asserted that the means of struggle a people used would shape the society that grew out of the struggle. By bringing about change through nonviolent means, the people would have the values and methods to build a free and peaceful society. For Gandhi and King, nonviolent protest meant: (1) non-cooperation, withdrawing support from an injustice by refusing to cooperate with it; (2) civil disobedience, breaking specific laws, then accepting the legal penalties; and (3) treating the opponent with dignity and respect.

The goals of nonviolent conflict resolution are to address underlying inequities and conflicts of values, and to change mutual perceptions and behaviors. Below, the issue of nonviolent conflict resolution is presented from a variety of perspectives. These include: political science, education, community outreach, and public health. Questions to be considered are: How are these ideas being translated to the Israelis and the Palestinians, and to the gangs in the U.S? Is this translation the same? What is good and bad about each "perspective"? What remains to be done?

Political Science

Dr. Stephen P. Cohen and Dr. Harriet C. Arnone have examined what has worked to restore peace in the Middle East. Their analysis consists of five principles: enhancement of each adversary's identity, creation of new symbols, enfranchisement of elements within each of the conflict groups, redress of power disparities, and use of indigenous third parties. These principles are described below:

(1) ***Preserving Identity***
Preserving the identity of each party is critical to achieving peace. However, preserving the identities of both parties can interfere with negotiation. This barrier can be overcome when each group realizes that some aspect of its unique self can be better expressed in peace than in hostility.

(2) ***Creating New Symbols***
The language used between warring factions has negative associations. It is necessary for both parties to agree on a nonconfrontational, nonblaming language - a language that can describe the outcomes of the conflict resolution process.

(3) ***Enfranchising Elements within each of the Conflicting Groups***
Power is frequently the source of conflict. Each party has a need to participate in the political process and find a voice in society. Mediators must find ways to empower all parties.

(4) ***Redressing Power Disparities***
The less powerful of the parties must be convinced that violence is not a legitimate way to achieve parity. It is the responsibility of a neutral third party to define an alternative, nonviolent form of empowerment through which less powerful parties can affect the status quo. It is also the charge of the third party to uphold the moral legitimacy of both parties.

(5) ***Using Indigenous Third Parties as Mediators***
Indigenous third parties are the neutral third parties of choice because they have a vested interest in the settlement and they are sensitive to linguistic and cultural considerations.

Education

A growing national trend in curriculum development is in the area of nonviolent conflict resolution. With hopes of increasing a student's repertoire of responses to conflict, elementary schools through law schools are adding nonviolent dispute resolution courses to their rosters. Although there are several authors of the curricula used in the U.S., the curricula communicat these common messages: "Conflict is a normal part of human interaction. When people take the time to explore their prejudices, they can learn how to get along with people whose backgrounds are different. Most disputes do not have to have a winner or loser. Children and adults who learn how to assert themselves nonviolently can avoid becoming bullies or victims. The self-esteem of children will be enhanced if they learn to build nonviolent, nonhostile relationships with their peers" (Prothrow-Stith). Classroom exercises include: (1) active listening, an activity which gives students an opportunity to hear how their words are interpreted; (2) role playing, an activity designed to give students a chance to try on new behaviors; (3) community building, an activity for students to pull together and collaborate; (4) listing common sources of conflict; (5) posing a hypothetical conflict and deciding what must be done to resolve it peacefully; and (6) analyzing the responses to, and the consequences of violence. Pilot studies reveal that while pedagogy succeeds in introducing students to alternatives to violence, it fails to reinforce positive attitudes and behaviors. An adjunctive component is necessary.

This component is **mediation**. Mediation is a means of resolving conflict through neutral third parties or mediators. It is the responsibility of the third party to help establish ground rules, clarify and redefine the issues, make sure that each party is heard, and find common ground. It is not the charge of the mediator to force an agreement or to bargain, a defining characteristic of mediation. Mediation has been extended beyond the traditional arenas of international and labor relations into the domains of divorce, civil, and family disputes.

More recently, mediation has been practiced in the school setting where students are selected to function as third party negotiators. Students nominate candidates for peer mediation. Typically, the students with behavioral problems are recruited for the task. They receive intensive training on skills and techniques of mediation (e.g., active listening, the use of neutral language, sensitivity to values of adversaries, earning trust, and how to convert parties positions into needs and interests). The results are encouraging. Both school administrators and students are pleased with peer mediation. Schools report a decrease in behavioral problems, and students prefer to settle their disputes on their own.

The Law and Public Service (LPS) Mediation Program in Cleveland is an example of a mediation strategy that works. The program has been so successful that its participants are frequently asked to consult in neighboring school districts. The abilities of the LPS mediators were put to the test when a racially motivated dispute broke out on a school bus. The mediators helped the adversarial groups to express deeply rooted fears about race. After two days of proceedings, both parties drafted a mutually acceptable agreement.

Schools have found that peer mediation not only reduces violence but it fosters a sense of community. Students can participate in the process, thereby becoming empowered; and they can be creative in solving their problems, thus increasing their commitment to the mediated solution. Peer mediators are forced to make choices. Through this process they will develop their problem-solving skills and they will develop new ways to respond to situations. As students mature, they will attempt to act consistently in more situations. That struggle is what is termed ethical development. In a recent article, Elizabeth Travis Dreyfuss argues that "Ethical development is an individual struggle, but it is a struggle that an individual experiences within a group or community." Making schools communities where this kind of development is respected is the adjunctive component that reinforces healthy behaviors.

Community Outreach

The positive role that the presence of responsible adult males play in the lives of troubled male youth is well-documented. Research indicates that boys in father-absent homes have difficulty finding a satisfying identity as a male. There are several grass-roots efforts devoted to redirecting troubled male youth to more peaceful pursuits. Members of the African American communities in Philadelphia, Baltimore, and Atlanta have started after-school programs for males. Community mentors supply discipline, lessons in African history, tutoring, and positive affirmations about self.

Another form of mentoring is taking place in Omaha, Nebraska. A father responded to a beating suffered by his son by organizing a groups of fathers to patrol the streets of Omaha after midnight.

They listen to youngsters, report drug and/or gang activity, and visit youths in prison. They have also started a weapon amnesty program. Police have also begun to take a proactive role in violence prevention. A police force in Maryland reacted to the eruption of a school-based race riot by going into the local schools and initiating discussions on racially sensitive topics.

Public Health

Since public health is about disease prevention and because homicide is the leading cause of death for African American males between the ages of nineteen and twenty-five, Dr. Prothrow-Stith argues that violence falls within its purview. What is attractive about the public health method is its level of sophistication. Public health strategies are comprehensive, reaching all segments of the population; and their results are quantifiable, facilitating rigorous assessment.

The essence of the public health approach is to change behavior. This requires a steady barrage of interventions that erode destructive attitudes and behaviors over time. The public health method follows a formal five-stage protocol (Mercy and O'Carroll). An outline and brief description of each of the five stages is presented below.

I. Surveillance systems for morbidity and mortality associated with interpersonal violence—techniques and methods are designed to gather data about who is being murdered and under what circumstances.

II. Identification of those who are at risk—the high risk group is defined.

III. Application of case control methods to the exploration of risk factors for victims and perpetrators—from the results of stages I and II, risk factors are deciphered, and trial interventions are tested for their efficacy.

IV. Rigorous evaluation—with the quantifiable results from stage III, successful trial interventions are identified.

V. The use of multi-tiered strategies that address different segments of the population—primary strategies are concerned with educating the masses about risk factors. Secondary interventions are geared toward at-risk populations, and tertiary interventions are designed for those who are afflicted with the disease.

Cigarette smoking is an excellent example of a life-threatening behavior that has been reduced with the application of public health methods. Let's imagine public health institutions, the entertainment industry, the public school system, and the private sector launching campaigns against violence as they did for cigarette smoking. This would translate into billboard, magazine, and television ads depicting the dangers of violence, television programs with actors resolving conflicts nonviolently, no violence days, floors in office buildings and sections of restaurants prohibiting the use of violence, schools educating youth about violence, and physicians asking their patients if they have a history of violent behavior.

While the analogy is a bit extreme, this multi-tiered approach formed the framework of an intervention program developed by Dr. Deborah Prothrow-Stith. Her philosophy on violence prevention rests on two themes: (1) children are not innately anti-social; and (2) there is an alternative to the view that "life is a struggle in which the strong assert their will over the weak." Pilot studies were held in two Boston communities. Primary strategies consisted of local television commercials exhorting anti-violent messages and community groups sponsoring classes on parenting skills. Secondary strategies included a ten-session course on violence prevention for high school students and the police patrolling their neighborhoods on foot. To reach the victims and perpetrators of violence, employees at detention centers and emergency room physicians and nurses were trained to identify "at-risk" youth and then refer them for counseling. A surprising finding emerged from the study. While these strategies succeeded in raising the consciousness of youth to some extent, it was the agency worker, the teacher, and the health care provider who engaged in the most soul searching. These groups had to come to terms with their own "violent natures" before they could transform the younger generation.

The high school curriculum that Dr. Prothrow-Stith authored deviates from the standard curricula in several respects. She underscores the high risk of being a victim or a perpetrator of a violent crime as an inner city youth, and she incorporates student suggestions in her revisions of the course. For the first part of the course she dispels myths about homicide. Students learn that most murders do not occur between UZI-toting, crack-selling gang members. It is ordinary people that contribute to FBI murder statistics. The next portion is spent probing the nature of anger. Students are taught that anger is a normal emotion that they will never outgrow. They must learn how to redirect it so that it hurts neither them nor others. In the final sessions of the course students discuss healthy ways of dealing with anger. Dr. Prothrow-Stith tells them that changing behavior is not easy. She urges youth to follow the examples of Gandhi and King by using their anger to bring about positive change in the world, nonviolently.

SUMMARY

The strategies presented here are designed to raise consciousness levels, to make an individual think before he or she decides to strike another person. Although the language may be different depending on the audience, the content is the same. Violence prevention should be a public health issue, in that all public and private institutions need to be enlisted. Blame for our present condition does not rest exclusively on the shoulders of young African American males or other young people. It is shared by all. Before we can move forward, we need to acknowledge this.

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SCHOOL CHOICE: WILL ALL CHILDREN AND YOUTH BENEFIT?

by
Shirley M. McBay

One of the most controversial educational issues today is the use of public funds in the form of educational vouchers to enable parents to choose the schools their children attend. One proposal would allow publicly funded educational vouchers to be used at either public or private schools while another would permit such vouchers to be used only at public schools.

Opponents of vouchers, whether for public or private schools, have raised several legal questions regarding the use of vouchers: for example, to (1) avoid desegregation; 2) discriminate on the basis of race and gender; and (3) support religious activities in parochial schools violating the separation of church and state provisions of the Constitution.

The Quality Education for Minorities (QEM) Network advocates quality education for all children and youth, with a special emphasis on establishing schools of quality for those who, historically, have been most underserved by our educational system: low-income, minority students. This paper focuses on an approach that would make every school in a system a "school of choice," a school at which parents could be assured that their children would receive the preparation they need for success in college or direct entry into the work force, and not be in need of remedial assistance.

Our goal must be to make every school a "school of quality," that is, a school with a rigorous academic program, a certified teacher work force, and a supportive climate. In this way, we can enable every student to achieve the vision reflected in our national education goals. Without quality schools for all children and youth, the educational inequities faced by the majority of low-income, minority children and youth will be exacerbated by the use of vouchers, whether for public or private school choice.

When access to quality schools exists for children throughout the system, we will have removed the major barrier that every parent seeks to avoid. In such a system, all students would study a rigorous academic core curriculum and choice would be linked to those schools in the system established to accommodate the special interests or talents of individual students (for example, in science and mathematics, engineering design, environmental sciences, teaching, the performing arts, and communications).

It would be very difficult to find parents at any socio-economic level who did not want the very best education for their children. Proponents of vouchers understand this and advance the proposition that low-income minority and non-minority parents ought to have the same choices as more affluent families, a statement with which many would agree. However, to those who say that the use of vouchers in our current educational system will achieve this goal, we say:

- There are not enough "schools of quality," either public or private, to ensure that the educational needs of all children will be met. Choice will draw talent (first students, then teachers) from schools where the needs are the greatest.

- Very few "schools of quality" will be in low-income neighborhoods, unless there is an up front investment of human, physical, and fiscal resources in these communities.

- Low-income parents will not likely have adequate information on "schools of quality" to seek to enroll their youngsters in such schools. Even if the information is available to them, these schools will most likely be outside their communities, thus increasing the likelihood that their children, if selected by these schools, would find themselves in non-supportive and unfamiliar settings, isolated from other students of their race.

- It is the "school of quality" that decides which students it will accept. The incentive for such schools to admit students who may not be adequately prepared is not clear. Given the heavy emphasis that these schools place on such measures as standardized test scores and college-going rates of their graduates, these schools would take the most talented from other schools, creating talent-rich and talent-poor schools, resource-rich and resource-poor schools. Parents must not be forced into an unnecessary choice among schools drained of talent and resources.

For these majors reasons, the goal must be to make every school a school of quality. Achieving this goal for those most underserved necessitates our focusing efforts on those schools located in resource-poor neighborhoods.

We need an educational system in place that values and holds high expectations of minority youth and inspires families and communities to take greater responsibility for the education of their children, for raising expectations, and for promoting the values of discipline, hard work, and other community values required to succeed in school, in the work place, and as citizens.

The school, home, and community environment we envision would hold high expectations of all students and would respect and value the culture of every child. Such an environment would (1) create incentives that make the best teachers available for those who need them the most; (2) strengthen the bonds between schools and communities; (3) offer a rigorous academic curriculum; (4) reflect and reinforce the shared values of the community without offending any one's cultural or religious beliefs; (5) provide the health and social services needed through formal relationships with providers of these services; (6) provide access to social and cultural enrichment in and outside of school; and (7) help to revitalize the traditional faith within minority communities and families in the power of education to advance their children.

The main characteristics of the school environment envisioned include:

- a strong academic core curriculum
- competent and motivated teachers
- a safe and healthy environment
- extensive parental/community involvement
- use of effective and innovative teaching strategies
- access to quality resource materials and state of the art instructional technology
- year-round enrichment
- systematic assessment of student progress
- systematic exposure of students to career options, including preparation for successful admission to college
- a special emphasis on team work and leadership development

Educational vouchers, whether for use in public or private schools, work against making such environments a reality for every child.

To those who say we have tried everything and nothing works, we offer the following strategy for changing a school system so that every school in the system is a school of quality, a school that parents and students can choose with confidence.

MAKING EVERY SCHOOL IN A SYSTEM A SCHOOL OF QUALITY

ESTABLISH VISION

- **Review the National Education Goals and your state's education goals**

- **Establish a vision/purpose of education in the community**

  √ Preparation, e.g., for: American and world citizenship; life in a community; a quality life in an increasingly diverse society; a world increasingly dependent upon technology; high skilled jobs in the work place; higher education; and life-long learning

  √ Take steps (e.g., hold town meetings) to ensure a common vision for education within the community

  √ Encourage the active participation of parents, students, teachers, and administrators; health and social service providers; law enforcement officers; university faculty and students; business leaders; and the various institutions, individuals, and sources of information and communication (e.g., churches, political leaders, athletes, radio and television writers and producers, the print media, and the arts) through which our values are expressed, validated, and influenced

  √ Decide on such issues as themes/focus of magnet schools and whether to create small learning communities within schools

SET STANDARDS

- **Set standards to be met**

  √ Set up focus groups involving parents, the pre-college and higher education communities, and the business community to help determine education standards for the community

  √ Set standards for teaching; student performance; student-teacher ratios; curriculum and facilities; out-of school programs; and the participation of parents/families and others in the community

  √ Publicize and discuss standards in: community meetings; parent/teacher meetings; school board meetings

  √ Identify strongest teachers and have them develop strategies for bringing every teacher to excellence

DO ANALYSIS

- **Do demographic analysis to determine:**

  Number of elementary, middle/junior high, high schools needed

  √ To meet student/teacher ratios, the age distribution of students, themes/magnet school themes, and needs of small learning communities

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Number and caliber of teachers needed

- √ To meet certification standards, discipline balance, level of experience, and motivation/expectations desired

- **Categorize current elementary, middle/junior high, and high schools as:**

  Category I: Meeting desired standards now

  Category II: With support available, can meet desired standards in three years or less

  Category III: With support available, can meet desired standards in five years or less

  Category IV: Without massive infusion of resources, cannot meet standards in five years

- **Determine whether vacancies exist in Category I, II, and III schools for each part of the pipeline**

  - √ Cardinal Principle: make no transfer/decision that will weaken the receiving school's programs or resources

- **Identify teacher needs in Category I, II, and III schools**

ACT TO STRENGTHEN

- Transfer students in Category IV schools to fill all vacancies in Category I, II, and III schools

- Transfer per student expenditure with each student to her/his new school

- Consolidate Category IV schools and transfer the best teachers in other Category IV schools to these schools; close the rest

- Take any released resources and use to open new schools (that meet desired standards) needed at a particular segment of the pipeline to meet demographic demands

- Take staff development funds in school system's budget and send teachers (to local universities) who can meet system standards for teachers through a one year or less, full-time, professional development program

  - √ Develop one-year professional development program with local universities that have strong teacher preparation and enhancement programs

- For teachers who cannot meet the standards within the one-year period, offer

  (1) leave of absence without pay for further study at their expense until they meet the standards; or

  (2) early retirement, where appropriate. Do not re-hire until academic study under option (1) is complete

- Move to strengthen Category III, Category II, and finally Category I schools

COMMUNITY SERVICE ON MINORITY COLLEGE CAMPUSES

by
Kecia Campbell

In a well functioning democracy, citizens take responsibility for the conditions of society. Citizens might vote, serve on juries, express their viewpoints to their elected representatives, or provide direct assistance to a neighbor. Providing community service contributes to this sense of responsibility by instilling in young citizens a knowledge of community needs, a belief in their own power to make a difference, and a sense of duty to their own communities.

The Development of National Community Service Programs

The history of community service includes federal programs dating from the depression-era Civilian Conservation Corps (CCC), Volunteers in Service to America (VISTA), and the Peace Corps. State and local efforts engaged young people in various service capacities. These included community outreach programs at schools and on college campuses. National non-profit organizations worked to provide infrastructures to facilitate the programs.

By the early 1980s, the nation's need for social services was tremendous. Many citizens recognized their own responsibility to resolve local problems. By the late 1980s, young people had begun organizing service projects in their communities and asking for more opportunities to become involved. Policy makers responded.

In 1988, President George Bush called for a volunteer service movement to address critical social problems. He named this movement "A Thousand Points of Light."

By the 1990s, youth involvement in community service had become more common. Politicians proposed a variety of community service programs for youth, including American Conservation Corp, Serve-America and Peace Corps training programs as well as bills to provide loan forgiveness for students who took service-related jobs.

Community Service: Pros and Cons

Most people in communities agree that community service is a good idea. Community service involves collaborations and partnerships among neighboring groups to help solve community problems. The National and Community Service Act of 1990 was passed to provide a nationwide service system to engage American of all ages, from kindergarteners to senior citizens in meaningful service to their communities.

Opponents of this The National Community Service Act believe strongly that the spirit of volunteerism in the country will be undermined if student volunteers are paid cash or given reductions in their student loans. Opponents also feel this will jeopardize existing federal student financial aid programs because support for them will be more difficult to obtain if civilian service alternatives are available.

On the other hand, supporters of the National and Community Service Act of 1990 believe that student community service will result in revitalization of the spirit of civic responsibility. One advantage of volunteerism, they argue, is the creation of opportunities for low-income and minority youth. Another benefit is reform of the education system through service-learning. In these programs students apply knowledge gained in the classroom to community service activities and they help solve community problems through work with volunteers.

Community Service Programs on College and University Campuses

The community service movement thrives today because of the community service activities on college and university campuses. Community and volunteer services are as varied as the issues facing each community. The participation of people engaged in volunteer and community service ranges from providing the service themselves, to assisting individuals who are providing service, to helping organizations that are providing services to the community.

Several Historically Black Colleges and Universities (HBCUs) and Predominantly Minority Institutions (PMIs) have begun to institute formal community service programs. Others are beginning to explore the educational possibilities of service learning as significant elements in liberal arts education. Service learning, when planned and structured, provide youth with experiences in personal, intellectual, and social growth as well as help to develop skills in applying academic concepts to solve real-life community problems. For example, in Baltimore, Maryland, officials have realized that the collaborations between college/university communities and public housing residents are important pathways to social support programs. Students from a variety of academic majors provide services to young families, disadvantaged youth, and disabled elderly through the University Intern Program. Participating local colleges/universities include Baltimore City Community College, Coppin State University, Howard University, Morgan State University, University of Maryland, Baltimore County, and University of Maryland at College Park.

There is also an effort by HBCUs and PMIs to incorporate community service in their curricula. A few of these institutions have even instituted mandatory curricula in community service as a requirement for graduation. For example, Southern University in Baton Rouge, Louisiana, has a sixty clock-hour community service requirement for graduation. Students are given the opportunity to render service in areas related to their academic majors. The East Baton Rouge Housing Authority collaborates with Southern University to provide residents of the Clarksdale Housing Development with daily after-school tutoring and seminars. Components of this program include urban gardening, homecare, routine maintenance, clothing for children, family life, interior decoration, energy conservation, and family economics. Adult literacy classes in reading, mathematics, writing, and educational field trips are also offered to residents.

Benefits of Community Service on Minority Campuses

Community service helps provide a sense of common purpose or mission to the students, college/university, faculty, and community.

Benefits to the Students

Community service on minority campuses benefits students while addressing social crises in these communities. These may include issues in education, health care, poverty, substance abuse, and violence. As schools are restructured to meet the challenges of the 21st century, community service programs can create learning environments. The results could help students to think more critically and creatively; be more flexible and reflective, make more ethically-based judgments, apply learning in work and personal contexts, and prepare for active citizenship.

Community service allows students on minority college/university campuses to: (1) seek experiences that will validate their existence; (2) experience opportunities to gain job and life skills in a context that builds their self-esteem and empowers them to achieve; and (3) be valued as important community resources today and as future leaders of tomorrow. Student involvement in community service helps adults accept and value the students' talents, needs, enthusiasm, and aspirations. Community service is a win-win situation in which communities receive needed services while helping students in their psychosocial development, leadership development, and preparation to function in a culturally diverse environment. College students' community service involvement usually is through extracurricular activities, as a means to enhance academic coursework or to be reflective of the campus-wide culture.

Benefits to the Community

Community service programs on Historically Black Colleges/Universities (HBCUs) and Predominantly Minority Institutions (PMIs) are crucial to helping address some of the problems in low-income minority communities. Many HBCUs and PMIs are located in proximity to these communities. Student volunteers from these colleges/universities assist their college/university neighbors living in oppressed inner-city neighborhoods. Community service programs help provide the tools and resources needed to rebuild these neighborhoods. The student volunteers enable the residents to accomplish goals for the communities. Students involved in community service during their college years are more likely to participate in community activities throughout their adult lives. Campus Compact, a national coalition of colleges involved in community service, describes the phenomenon as follows: "...What lasts is not only the urge to serve, but also a broad perspective grounded in experience. The experience will enable them to make more informed policy and political choices as citizens in a democracy."

Benefits to the College/University

HBCUs and PMIs benefit as well from new and strengthened ties to the community. Community service projects provide opportunities to develop new partnerships, raise the visibility of the college/university, and present the school as an interested and involved entity within the community. The Quality Education for Minorities (QEM) Network seeks to establish a network of predominantly minority campuses involved in community service.

The Community Service Centers (CSC) Project

QEM's Community Service Centers (CSC) Project has as a goal a formal network of community service centers on the campuses of at least 25 HBCUs and PMIs nationwide. The CSC Project was developed in direct response to the lack of a formal vehicle on most campuses to help students, faculty, and staff meet the educational needs of low-income, minority children, youth, and adults. The CSC Project also addresses the need for trained leadership committed to public service, to community involvement, and to quality education for all children and youth.

The CSC Project is one component of a comprehensive service delivery model outlined in QEM's publication, *Opening Unlocked Doors: A National Agenda for Ensuring Quality Education for Children and Youth in Low-income Public Housing and Other Low-income Residential Communities*. Other major components of the model include: Community Resource Centers centrally located in low-income public housing developments that provide residents access to a suite of health, education, and social services as well as employment training opportunities; leadership development and empowerment of residents and teachers; and partnerships among various community groups and agencies to help guide the delivery of services to residents of low-income public housing.

With support from the Annie E. Casey Foundation, CSC planning is now underway on seven minority campuses. The participating colleges and universities are: Chicago State University (IL); Clark Atlanta University (GA); Florida Agricultural and Mechanical University (FL); Morgan State University (MD); New York City Technical University (NY); Norfolk State University (VA); and York College (NY).

The Centers have two major functions: (1) to serve as a resource for community-based organizations seeking volunteers to assist in community service projects designed to rebuild their communities; and (2) to serve as a clearinghouse through which student organizations can share information and enlist the help of other students on community service projects.

Potential Impact of the Community Service Centers (CSC) Project On Residents of Low-Income Public Housing Developments, Schools, Students, and Faculty of the Participating Institutions

On Residents

The CSC Project is expected to have a broad impact on services and educational opportunities available to residents in housing developments, particularly to children and youth in these communities. The additional resources, expertise, and perspectives provided by students and faculty in areas such as tutoring, mentoring, and counseling will help bridge the gaps in access to such assistance that now exist between children and youth in these communities and their more affluent peers. Collaboration with various community-based organizations, community clinics, and local health and social services agencies will significantly increase the residents' access to health screening, health education, literacy, job training assistance, and other social services. The centers can help spark a sense of hope, and of community, within the housing development as a whole.

On Schools

The centers will supplement the capabilities of K-12 schools to provide additional personal and academic assistance to students; role models for children and youth; and expertise in areas not usually available in the schools. Most importantly, the centers can serve as models to promote community service in K-12 schools attended by children and youth from housing developments and as models of how to organize community service initiative.

On Students and Faculty

The involvement of students and faculty in community service activities will lead to increased awareness and sensitivity to the nature, problems, and needs of low-income, minority communities; and the importance of being of service to others. It will also create an awareness of the important role that higher education institutions, student organizations and groups, and faculty can play in improving the living and learning environment within housing developments. This involvement will enhance the participants' commitment to community service and their willingness to promote community service activities among their peers. Community service will enable students to apply what was learned in the classroom to real situations. As a consequence, experiences will be brought back to the classroom and shared with other students and faculty. Important organizing, negotiating, and other leadership skills will be further developed in student participants.

On Institutions

By serving as a formal mechanism to the community in which the institutions are located, community service centers will provide institutions with the opportunity to meet a significant aspect of their institutional mission. Establishing centers is an important means of enhancing the institutions' involvement with local organizations and groups because the centers create formal and on-going linkages with the community. Institutional understanding of the responsibilities and roles of colleges and universities in service to their communities and institutional commitment to being more "open" to the community will increase. As a consequence, the understanding, image, and support of the institution within the community will increase.

Summary

The student community service movement on minority college and university campuses is energetic and viable. It provides a significant opportunity for college students to connect with their communities. Community service programs also benefit the college and university, faculty, and community. QEM's CSC Project provides a visible mechanism for minority institutions to become more directly involved in their communities. A formal network of community service centers will enable the various institutions to share resources, strategies, and successful models while garnering pride and prestige for the host institutions and their surrounding communities.

EDUCATIONAL TRACKING IN AMERICA'S SCHOOLS

by
Lisa Hamilton

> ..."I felt good when I was with my (elementary) class, but when they went and separated us — that changed us. That changed... the way we thought about each other, and turned us into enemies toward each other — because they said I was dumb and they were smart."
>
> (Slavin et al 1989)

INTRODUCTION

There is probably no in-school practice more detrimental to student achievement than the widely accepted, yet outdated, instructional model of tracking and ability grouping. Likewise, there is probably nothing more damaging to self-esteem than the act of subjectively categorizing students based upon perceived abilities to learn, especially to students perceived to have little ability to learn. That perception is particularly damaging to low-income, minority students who are disproportionately placed in lower academic tracts.

Through the widespread use of tracking and ability grouping, we have created an educational system that does not ask our students to rise to the highest challenge and excel, but rather elicits the most minimal participation by viewing some children through a distorted lens of low expectations and an unsubstantiated belief that challenge damages a child's self worth. The deeply rooted perception that intelligence and ability to learn are fixed inevitably leads to a hostile, non-supportive, and unchallenging environment that is further exacerbated by the practice of tracking and ability grouping.

BACKGROUND

Historical Overview

Prior to the turn of the century, American public schools were predominantly "populated with white Anglo-Saxon Protestant middle-class children" (Oakes 1985, p. 16). The aim of schools was to "provide universal education that would increase opportunity, teach morality and citizenship, encourage leadership, maintain social mobility, and promote responsiveness to social progress — in, short to develop an intelligent mass citizenry. The curriculum... consisted primarily of reading, writing, spelling, arithmetic, geography, and Bible reading. Pedagogy consisted largely of rote learning, recitation, and strong discipline" (ibid., p. 16).

By the early 1900s, America had experienced a population explosion. Southern and eastern European immigrants flowed into America at the rate of nearly 1 million per year. By 1924, 15 million new immigrants were admitted. Between 1880 and 1918, student enrollment increased by over 700 percent, or from about 200,000 to over 1.5 million. Between 1890 and 1918, an average of over one high school was built each day (ibid.). Schools were faced with the problem of how best to educate this new mass of diverse immigrant students, many of whom spoke no English. The nineteenth century notion of providing students with a common education became outdated, and in swept theories and practices of curriculum differentiation— or tracking and ability grouping, "with markedly different learning for what was seen as markedly different groups of students" (ibid., p. 21).

Theories of social Darwinism that were popular at the time, supported the prevalent notion of supplying differential education to different students. According to social Darwinism, only the most "fit" were able to yield social and economic power and survival was proof of evolutionary superiority. It then followed that those living in poor living conditions were responsible for their conditions and, therefore, were inherently less fit and at a lower evolutionary stage than Anglo-Protestants.

Around the same time, schools were increasingly being criticized for their inefficiency. Schools began to be conceived of as factories, where children could be used as the raw materials that could efficiently be transformed into finished products — educated adults. The factory model school was thus developed to produce educated adults at a lower cost.

"The push for Americanization to socialize newcomers to their appropriate places in society, the ethnocentric ideas of social Darwinism, and the model of the factory as an efficient way to mass produce an educated citizenry all converged in the concept of the comprehensive high school, complete with differentiated education and with ability grouping and tracking" (ibid., p. 30).

At first, students were openly classified into various programs by their racial, ethnic, and economic backgrounds. This procedure was considered scientific, efficient, and egalitarian. By the end of World War I, this blatantly biased assignment of children to different educational programs was being called into question since it so clearly conflicted with the American rhetoric of an open and classless society. Hence, IQ tests were developed as an attempt to lend objectivity to placement because IQ tests were viewed as both scientific and objective. IQ tests results actually confirmed any preconceived notions one might have concerning a student's abilities. Immigrants and non-whites consistently scored lower than non-immigrants and non-whites. Test pioneer, Lewis Terman, found that nearly 80% of immigrants and non-whites who were tested were actually "intellectually inferior." He wrote:

> "Their dullness seems to be racial, or at least in the family stocks from which they came. The fact that one meets this type with such extraordinary frequency among Indians, Mexicans, and negroes suggests quite forcibly that the whole question of racial differences in mental traits will have to be taken up anew. . . there will be discovered enormously significant racial differences . . . which can not be wiped out by any schemes of mental culture. Children of the group should be segregated in special classes . . . They cannot master abstractions, but they can often be made efficient workers" (Oakes 1985, pp. 36-37).

The Practice of Tracking

How are students tracked?

Within the American public school system, "ability grouping" normally begins when a young student first enters kindergarten. This student's first encounter in a classroom is often met with immediate categorization and separation. These young students complete a standardized test and are then grouped based upon reading and math abilities. Students are perceived as either "fast" or "slow" learners and grouped accordingly, whether it be in "gifted and talented" or in "special education" classes. Students in the "fast" groups move along quickly through material and pursue it in great depth. Those in the "slow" groups often spend countless hours completing workbooks and worksheets and actually progress little throughout the term.

In later years, students are tracked based on their reading scores, in science, and in mathematics. They are tracked vertically in academic, general, and vocational "slots" as well as horizontally. This way, grade levels remain intact, but while one 10th grader may study and analyze classical texts, another classmate of the same age may be drawing and coloring in picture books. In short, for students in higher tracks, there is more emphasis on problem solving and developing critical thinking and analytical skills than for those in lower tracks. This creates a two-tiered educational system. Whereas one student receives the skills necessary to succeed at any chosen goal, another is already handicapped.

The long-range effects of tracking are predictable: the "fast" learners progress quickly and learn much, while the slow learners progress slowly and learn little. By the time lower tracked students reach the second or third grades, they have already fallen far behind their peers. They have also learned a valuable lesson that will affect them throughout their lives; that is, "school is boring and teachers don't think kids like me can learn much" (Mitchell, Haycock & Navarro 1989, p. 3). Studies show that lower tracked students finish high school less often than their higher tracked counterparts; for many of these students, school becomes just one obstacle that proves too difficult with little reward.

Three criteria for tracking and ability grouping

Most students are grouped and tracked in one of three ways: standardized testing, teacher and counselor recommendation, and student and parent determination. Below is a discussion of each of these forms of assessment that illustrates the subjectivity, if not complete inaccuracy, of employing such methodologies.

Standardized Tests

Researchers who have examined standardized tests have found that "most standardized tests and the procedures used to standardize and administer them are culturally biased and, therefore, may not be truly fair to all. They are aimed at, and reflect the cultural standards of, white, middle-class Americans"(Oakes 1985, p. 11). Studies have shown that those groups for whom these tests were not created usually score much lower than their white counterparts. Some have suggested this to be an indication of intelligence difference between races, but no sound evidence actually exists supporting such biological determinism. In fact, studies show that students learn evenly across all ethnic/racial groups when given the same tools and environment within which to work.

Teacher and Counselor Recommendation

Another form of assessment is by teachers and counselors who often recommend where students should be academically placed in addition to, or in some cases, as a replacement for testing. Such a practice raises some important philosophical questions, given the biases that individuals sometimes feel towards some students. Are their recommendations accurate, appropriate, and fair given the large numbers of students both counselors and teachers are asked to assess? Can we assume that they are doing a thorough and accurate job in assessing the academic potential of each student? For example, in 1963, a study of counseling practices revealed that students were often placed into groups on the basis of counselors' assessment by such subjective criteria as language, dress, and behavior in addition to their perceived academic potential. These findings may reflect an isolated incident or portray the extent to which subjective criteria are used, sometimes subconsciously.

Student and Parent Choice

The third criterion often used in assessment is student and parent choice. Often students at the senior high school level are asked to decide whether they want a curriculum that is college preparatory, vocational in nature, or general. One wishes that these decisions were actually well-informed decisions; however more likely than not, most students and parents make these choices based upon prior conscious and unconscious attitudes and statements expressed by teachers and counselors from the past. Their decisions, therefore, may not be genuinely authentic, but merely replicate previous low expectations that had been demonstrated and voiced to them over a number of years. Students may also make these decisions based upon a desire to remain with friends and out of fear of failing in a higher tracked class.

Some "myths" of tracking

Tracking really has little true objective determination. It assumes that testing and personal/professional choices are accurate determiners from which to assess an individual's life-long abilities. Tracking has been maintained in the American school system for so long, perhaps because of its many "myths." Many of the proponents of tracking think that students learn better in homogeneous groupings; that students in homogeneous groupings feel less peer pressure and thereby display more self-confidence; and that homogeneously grouped classes make it easier for teachers to maintain classroom control and discipline. While there is little evidence supporting any of these beliefs, the practice still continues, harming minorities who are disproportionately the victims of its abuses. Jeannie Oakes, an authority on tracking who has written widely on the topic examines the three most commonly perceived myths of tracking. These myths, as she describes them, are outlined and analyzed below:

Myth #1 *Students in homogeneous (same-ability) groupings learn better (or higher tracked students will learn less when grouped with lower tracked students).*

There is virtually little evidence to support this commonly held belief. Studies using different sized sample groups and imploring different methodologies have been conducted and the findings consistently remain the same: "no group of students has been found to benefit consistently from being in a homogeneous group" (Oakes 1985, p. 7). While some studies show that students in high tracked classes sometimes perform quite well when challenged with a group of their peers in enriched classes, the negative effects on "average" and "slow" students are extremely detrimental and therefore alarming when compared to the nominal benefits seen in gifted students. Jeannie Oakes notes that "Tracking and ability grouping . . .may obstruct efforts to achieve two highly valued goals of schooling: helping students reach high levels of academic excellence and providing opportunities for all students to reach those levels" (Oakes 1990, p. 101).

Myth #2 *Students in homogeneous groupings feel less peer pressure and thereby display more self-confidence.*

Many believe that students will become frustrated when they find the work too challenging or above their ability. These students, it is conjectured, will experience increased self-doubt and lose their self confidence when placed in such circumstances. Studies, in fact, show the contrary to be true. Students placed in low track and average classes did not develop positive attitudes but these classes "fostered lower self esteem"(Oakes 1985, p. 7) instead. Furthermore, students in lower tracked classes were found to have lower aspirations and greater frustration from their efforts to succeed.

While lower self confidence might be attributable to many different factors, a good portion of the negative attitudes can be linked to track placement itself. Evidence shows that many elementary school students' perceptions of themselves are negatively distorted, in part, due to tracking practices. Many studies document the long-term harmful psychological affects that tracking has on students. Many of those in lower tracked classes see themselves as low achievers and therefore live up (or down) to their own low expectations of themselves, thereby fueling a self-fulfilling prophecy: they are unworthy and unable to succeed in school.

Myth #3 *Tracked classrooms are more efficient for teachers to maintain.*

Many teachers argue that it is easier for them to handle homogeneously grouped classrooms. This perceived advantage may be due to the fact that the current models of instruction are designed for such classes. Detracking could serve as a catalyst for educators to re-think and re-vamp their current teaching methods. In many schools, less experienced teachers are often given lower tracked classes and experienced teachers with greater expertise in their fields are rewarded by teaching the higher tracked classes. This may help to explain why many teachers find greater facility in handling homogeneous groupings.

Furthermore, studies suggest that teachers' attitudes towards tracked students are differential; they are found not to "push" lower tracked students as much as higher tracked students because, perhaps subconsciously, they don't expect these students to succeed. Many teachers also have policies of giving fewer "A" grades to lower tracked students and offer restricted learning opportunities. Lower tracked classrooms are often allocated fewer resources by the school, and these students rarely are allowed to use the latest technological equipment.

Year after year, the decline in the value of their education drops dramatically, thereby pulling lower tracked students further and further away from their goals and from being competitive with their higher tracked peers. A second grade teacher explains "I spent several years teaching three reading groups. I finally became so frustrated by the fact that those who were in the "bottom" group rarely caught up. They were "the poor readers" for the next ten years" (Slavin et al. 1989, p. 7).

What are the dangers of tracking?

According to Jomills Henry Braddock II, in "Tracking of African American, Hispanic, Asian, American Indian and White Students: National Patterns and Trends" (1989) tracking poses the following dangers to quality education:

1) inappropriate placement — one test fails to pick up the strengths and weaknesses of a student across disciplines. While he/she may be poor in math, he/she may excel in reading;
2) differential resource allocation — low tracked classes get fewer resources and fewer experienced teachers;
3) differential teacher behavior — low tracked classes are often accompanied by students having low expectations of themselves;
4) restricted learning opportunities — education is a cumulative process, hence low track students, over time, fall further and further behind their higher track peers academically. Thus, any differences in the early years are greatly magnified over time;
5) unequal educational opportunities for millions of students who are disproportionately low-income and minority; and
6) perpetuation of segregation in our educational system.

THE QEM POSITION AND RECOMMENDATIONS FOR CHANGE

The QEM Network is committed to restructuring America's educational system to ensure a brighter future for all of our children, and for our nation. The QEM Network believes that every child has a right to a quality education and that every child can learn. We strongly advocate the elimination of tracking within our public school system and perceive it as a barrier to obtaining both the National Education 2000 and QEM Goals. The National Education Goals 2, 3, 4, and 5 address issues that are negatively affected by tracking such as high school graduation rates; competency in challenging subject matter; leading in math and science; and possessing the necessary knowledge and skills to compete in a global economy. Tracking also works against the achievement of QEM Goals 2, 3, and 5:

QEM Goal 2

Ensure that the academic achievement of minority youth is at a level that will enable them, upon graduation from high school, to enter the workforce or college fully prepared to be successful and not in need of remedial assistance.

QEM Goal 3

Significantly increase the participation of minority students in higher education, with a special emphasis on the study of mathematics, science, and engineering.

QEM Goal 5

Strengthen the school to work transition so that minority students who do not choose college leave high school prepared with the skills necessary to participate productively in the world of work and with the foundation required to upgrade their skills and advance their careers.

QEM recommends six strategies for addressing the practice of tracking:

1. The instructional programs in public schools must be totally revamped to ensure that every student has access to a rigorous and challenging education.

2. Since not all students arrive at school ready to learn, our educational system must be redesigned to provide extra assistance to those students who need it. Our current system does not serve the majority of our students well. Hence, extended school days and/or school years should be seriously considered for all students, at least every three years.

3. Teachers must be provided with pre-service and in-service training that will enable them to work more successfully with those students from low-income families who may need additional help. Teachers must be better equipped to diagnose students' learning needs and to develop more effective instructional programs such as cooperative learning.

4. Schools must be provided the resources to devise alternatives to the tracking system. Resources are needed to revise current policies and programs so that they support heterogeneous learning opportunities in our schools. Resources will be required to re-write curricula, design new educational strategies, support staff development, and purchase textbooks and equipment. Very importantly, resources must be available to involve such critical stakeholders as parents, the business community, and other community leaders in the planning and implementation processes.

5. Adequate resources must be in place to support educational research to ensure that restructuring efforts and assessment are guided by quality research findings.

6. The general public must understand that the goal of higher levels of academic achievement by all students (for example, that of having America's students become the best in the world in mathematics and science) will not be attained as long as we have a tracking system that sorts and stratifies students and an instructional program that achieves just the opposite.

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SOME ISSUES IN THE EDUCATION OF ASIAN AMERICANS

by
Karen Fullerton

THE PRESENT SITUATION

The United States experienced an explosion in the Asian American population from 1980 to 1990. In 1980, the population was 3.5 million, or 1.5% of the United States population. By 1990, it had doubled to 7.3 million, 2.9% of the total population. This population is projected to reach 20 million by the year 2020, nearly a 175% growth from 1990. With this new wave of immigrants and refugees from Asia comes a variety of challenges for the nation's schools. The various problems that confront this new generation of Asian American students as they enter the public school system can be properly addressed if we understand better (1) the diverse cultures they reflect; (2) the unique personal experiences they have had; and (3) the socioeconomic challenges and language barriers many of them face. Recognition that these students exist in this country in two very different worlds, that of the family and that of the mainstream society, may be a step to realizing what incredible pressures they encounter as they enter our nation's schools.

WHO ARE THE ASIAN AMERICANS?

Asian Americans are commonly thought of as one demographic ethnic group, when in reality, they are comprised of many different subgroups with diverse cultures, religions, and perspectives. Before 1980, the majority (78%) of Asian immigrants migrated from China, Japan, Korea, and the Philippines; however, during the 1980s, these countries made up only 62% of the new immigrants entering the country (see table 1).

BARRIERS TO QUALITY EDUCATION FOR ASIAN AMERICANS

The tendency to generalize within and across subgroups of a racial/ethnic group often leads to misperceptions and a general failure to recognize and address particular issues that may arise within specific subgroups. This is particularly significant in education where the stereotype of the high-achieving Asian student may divert attention from the educational problems and needs confronting many of the other so-called "Asian" students, namely Southeast Asians. Many Asians have only a rudimentary education from their native countries and are arriving less educated than their predecessors. Limited English proficiency exacerbates this problem and creates a situation in which low expectations, of themselves and by others, prevail. In order to create better educational opportunities for this population, specific educational and personal needs among the various ethnic subgroups must be recognized. Only then will all "Asian Americans" be able to obtain a quality education to equip them with the necessary resources to compete among mainstream society.

Table 1
% Change in Asian American Population by Country of Origin, 1980-90

Group	1980	1990	Change 1980 - 90 Number	Change 1980 - 90 Percent
Chinese	806,000	1,645,000	839,000	104.1
Filipino	775,000	1,407,000	632,000	81.6
Japanese	701,000	848,000	147,000	20.9
Asian Indian	362,000	815,000	454,000	125.6
Korean	355,000	799,000	444,000	125.3
Vietnamese	262,000	615,000	353,000	134.8
Lao	48,000	149,000	101,000	210.4
Thai	45,000	91,000	46,000	102.2
Cambodian (Kampuchean)	16,000	147,000	131,000	818.8
Pakistani	16,000	81,000	65,000	406.3
Indonesian	10,000	29,000	19,000	190.0
Hmong	5,000	90,000	85,000	1700.0
	3,401,000	6,716,000	3,316,000	98.0

Source: U. S. Bureau of the Census, Press Release CB91-215, Issued June 12, 1991

SOCIAL AND ECONOMIC CONDITIONS

Summary statistics illustrate that Asian Americans as a group are more educated, more likely to be in high-paying occupations, less likely to be unemployed, and have higher family incomes than the general population (see table 2). Focusing on the experience of Asian Americans as a single group does an incredible disservice to the many Asian Americans who have not achieved the socioeconomic status nor the educational attainment levels enjoyed by the more established Asian American subgroups. For example, while the overall unemployment rate for Asian Americans was 4.6%, it was 20% for the Hmongs (immigrants from Southeast China). Again, while 34.3% of the overall Asian American population were college graduates, only 2.9% of Hmongs achieved similar status. Although the data for the more established groups paint a positive picture of their situation, the glass ceilings in professional fields that many members of these groups face are not reflected in a general snapshot. Ultimately, this leads to severe underrepresentation in such areas as politics and media, thereby limiting their political power.

Immigrant Asian children, particularly those who come from families at the bottom of the socioeconomic scale, face a multitude of learning and assimilation challenges. Very often their parents do not speak English and are themselves having great difficulty in making the transition into American society. Their families may be living well below the poverty level, (e.g., the Laotian poverty rate is 67.2%), working extremely long hours to make ends meet, or unable to find jobs at all (see table 2).

LANGUAGE BARRIERS

Among the numerous obstacles Asian immigrants must overcome in order to become productive members of the American society, the language barrier poses one of the greatest challenges. Each Asian American subgroup represents a country with a unique language, culture, and in many instances, a religion of its own. Consequently, unlike the Hispanic population whose language is either Spanish or a closely related derivative, Asian

Table 2
Selected Characteristics of Asian Americans by Country of Origin

	Percentage college graduates[a]	Percentage managers or professionals[b]	Unemployment rate[c]	Relative median family income[d]	Poverty rate[e]
Chinese	36.6	32.6	23	1.13	10.5
Filipino	37.0	25.1	6	1.19	6.2
Japanese	26.4	28.5	9	1.37	4.2
Asian Indian	51.9	48.5	5	1.25	10.6
Korean	33.7	24.9	24	1.03	12.5
Vietnamese	12.9	13.4	38	.65	33.5
Laotian	5.6	7.6	69	.26	67.2
Thai	32.3	23.4	12	.97	13.4
Cambodian (Kampuchean)	7.7	10.8	59	.45	46.9
Hmong	2.9	9.4	63	.26	65.5
Pakistani	58.4	45.2	10	1.08	10.5
Indonesian	33.3	24.2	6	1.06	15.2
All Asian Americans	34.3	29.7	4.6	1.19	10.3
All Americans	*16.2*	*22.7*	*6.5*	*1.00*	*9.6*

Source: U. S. Bureau of the Census, *We, the Asian and Pacific Islander Americans*, p. 12-13, Table 7.

[a] Percentage of all persons age 25 and over who have completed 4 or more years of college.
[b] Percentage of employed persons age 16 and over whose occupation is in a managerial or professional specialty.
[c] Unemployment rate for persons age 16 and over.
[d] Median family income as a fraction of the median family income for the entire U.S. population.
[e] Percentage of families with income below the poverty level.

Table 3
Characteristics of Asian American by Country of Origin

	Percentage of Asian American Population [1]	Percentage foreign born [2]	Percentage who do not speak English well [2]	Percentage who live in the West [2]
Chinese	22.6	63.3	23	52.7
Filipino	19.3	64.7	6	68.8
Japanese	11.6	28.4	9	80.3
Asian Indian	11.2	70.4	5	19.2
Korean	11.0	81.9	24	42.9
Vietnamese	8.4	90.5	38	46.2
Lao	2.0	93.7	69	45.7
Thai	1.3	82.1	12	43.0
Cambodian (Kampuchean)	2.0	93.9	59	55.6
Hmong	1.2	90.5	63	37.4
Pakistani	-	85.1	10	23.5
Indonesian	-	83.4	6	56.2
All Asian Americans	*100.0*	*62.1*	*15*	*56.4*

[1] Source: Barbara Vobejda, "Asians, Hispanics Giving Nation More Diversity," *Washington Post*, June 12, 1991.

[2] Source: U. S. Bureau of the Census, *We, the Asian and Pacific Islander Americans*, p. 11, table 7, and U.S. General Accounting Office, *Asian Americans: A Status Report*, p. 44, table 6.1.

immigrants come with as many different languages as there are subgroups. This leads to both educational and financial problems, since a bilingual teacher fluent in Chinese may be unable communicate with a student from Cambodia. Many of these children enter school unfamiliar with mainstream American culture and knowing little or no English. As a result, Asian American students are at an increased risk of low achievement in school. Since the majority of Asian Americans are foreign born (see table 3), limited English proficiency is particularly acute, as this population does not have the economic capital to compensate for the language barrier (see table 2).

ISSUES THAT MUST BE ADDRESSED

- Language barriers are significant among most of the recent influx of Asian immigrants and refugees.
- Generalizing across and within subgroups must cease if we are to address the myriad of problems and needs of individual groups, particularly those of Southeast Asians.
- Teachers and classmates must become more sensitive to, and knowledgeable of, the diversity of cultures and unique personal experiences of different Asian immigrants groups.

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SOME ISSUES IN THE EDUCATION OF CENTRAL AMERICANS

by
Karen Fullerton

Note: Limited economic and educational information is available on Central Americans as a distinct Hispanic subgroup.

DEMOGRAPHICS

In 1991, the population of peoples of "Hispanic Origin" in the United States was approximately 17 million. Of that total population, 7.2% were immigrants from Central and South American countries. Over 80% of Americans from Central and South American countries are foreign-born. For example, in the case of Americans from Honduras, 87.4% were foreign-born compared with 43% of the total Hispanic population (see table 1). The Hispanic population as a whole is expected to increase by 30% by the year 2000 (see table 2). This projected population growth coupled with the likely increase in the number of foreign-born immigrants living the United States create a formidable task for an educational system that, in some states, is already overwhelmed by the challenges of a large immigrant and refugee population.

Table 1
Hispanic Foreign-Born in America, by Country of Origin (1991)

	Total Population	Foreign-Born	% Foreign -Born
Mexican	13,393,208	4,447,439	33.2
Cuban	1,053,197	750,609	71.3
Dominican	520,151	356,971	68.6
Central American			
Costa Rican	57,223	48,264	84.3
Guatemalan	268,779	232,977	86.7
Honduran	131,066	114,603	87.4
Nicaraguan	202,658	171,950	84.8
Salvadoran	565,081	472,885	83.7
Other Central or South American	7,010	6,339	90.4
South American			
Argentinian	100,921	97,422	96.5
Bolivean	38,073	33,637	88.4
Chilean	68,799	61,212	89.0
Columbian	378,726	303,918	80.2
Equadorian	191,198	147,867	77.3
Peruvian	175,035	152,315	87.0
Uruguayan	21,996	21,628	98.3
Total Hispanic Population	17,173,121	7,420,036	43.2

Source: U. S. Bureau of the Census. (1992a). Cuurent population reports: Hispanic population of the United States: March 1991. (pp. 20-455). Washigngton, DC: U. S. Government Printing Office

WHO ARE THE CENTRAL AMERICANS?

Central Americans in the United States, as far as statistical information is concerned, most often are listed under the general heading of peoples of "Hispanic Origin." In fact, as in the case of Asian Americans, this immigrant group is made up of individuals from countries with diverse cultures, perspectives, and experiences. Geographically, the area known as Central America includes such countries as Belize, Costa Rica, El Salvador, Guatemala, Honduras, Panama, and Nicaragua. Salvadorans have the largest representation within this group (45%) with a population of 565,081 (see table 1).

Table 2
Projections of the Hispanic Population
of the United States (in millions)

Year	Hispanic Population
1970	9.1
1980	14.6
1990	22.4
1992	24.0
2000	30.0
2020	47-54
2050	74-96

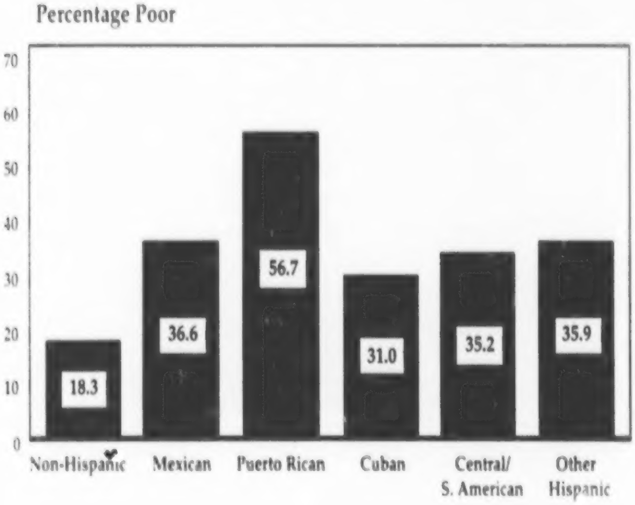
Source: U.S. Bureau of the Census. (1992a). Population projections of the United States by age, sex, race, and Hispanic origin: 1992 to 2050 (pp.25-1092). Washington, DC: U.S. Government Printing Office.

BARRIERS TO QUALITY EDUCATION FOR CENTRAL AMERICANS

The problems of providing quality education to Hispanics are similar to those being faced by other minority groups with significant differences stemming mainly from language barriers and a general lack of understanding of the various cultures Hispanics represent. Hispanics are heavily concentrated in urban areas and inner-city schools. The majority of children living in these areas attend schools that are predominantly minority. Such schools typically have fewer resources, are more likely to be overcrowded, and have the least experienced teachers. In addition to the various in-school factors affecting the education of these children, many of their families also must contend with other problems that plague many low-income communities (e.g., crime, drugs, and lack of access to quality health care). In addition, because nearly half of the overall Hispanic population in America is foreign-born, associated language barriers further hinder the degree to which a quality education is provided to this population. More bilingual teachers could help alleviate some of these problems, however, only 3% of the current teachers workforce is Hispanic (Condition of Education, 1992). The ratio of Hispanic students to Hispanic teachers is 64 to 1, the highest of any group.

SOCIAL AND ECONOMIC CONDITIONS

The lack of information on Central and South Americans living in the United States is due in large part to their recent arrival in large numbers. However, the absence of data is also due to the tendency to lump these and other groups under the category "Hispanic". However, we do know that limited English proficiency makes it very difficult for many members of these groups to function successfully in this country. This often leads to unemployment and underemployment of immigrants. Hence, they are more likely to be working in lower-paying factory jobs, where there is less stability than in managerial and technical positions that require a command of English and a more advanced education. Child poverty rates among non-Hispanics are vastly different from those for Hispanics. For example, in 1990, 18.3% of non-Hispanic children were living in poverty compared to 35.2% of Central and South American children.



Source: U.S. Census Bureau. The Hispanic Population in the United States: March 1991

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BACKGROUND INFORMATION AND COMMENTARY ON WELFARE REFORM

by
Patricia Free Brett and Morgan Martin

I. Introduction

Poverty is inextricably linked to many factors including economics, education, job training, employment opportunities, and cultural values. To understand families living in poverty, a multifaceted approach is needed to examine family dynamics as well as the society at-large.

The current national welfare system was established several decades ago. Changes in the economy, normative family structures, and social conditions have made it difficult for families living in poverty to receive welfare benefits when needed and to return to self-sufficiency. Although the federal government has attempted to improve the welfare system, this system, in its current form, is viewed by many as harmful and degrading to the very people it was designed to help. In addition it does not provide enough assistance for most families to reach self-sufficiency.

The new administration has made welfare reform one of its priorities because the system is not doing what it was created to do: give transitional help as families strive to get out of poverty. It has become virtually impossible to break the cycle of poverty in a country where quality education is imperative for meaningful employment, where health insurance coverage is unobtainable for people with little means without assistance, and where lack of adequate child care and child support keep many parents from getting the proper education, job training, and employment they need.

II. Background

The welfare system is generally seen as aiding the poor. However, the first federal welfare programs provided pensions to war veterans. These began in 1783, after the Revolutionary War. During the Civil War (1861-1865), pensions were expanded to cover soldiers' widows and orphans. Beginning in the early 1900s, the primary responsibility for providing welfare benefits shifted from local to state governments. The states enacted programs to aid dependent children and the aged.

By 1930, there were millions of people who were jobless and poor due to an economic slump as a result of the Great Depression. A dramatic shift occurred from state to federal responsibility for financial assistance when the federal government enacted The Social Security Act (SSA) of 1935. The SSA established federal assistance programs for the blind and the elderly, unemployment insurance programs, and Aid to Families with Dependent Children (AFDC).

During the 1950s and 1960s, welfare benefits in the United States increased substantially. A number of new programs were created, including the Food Stamp Program in 1964 and Medicaid in 1965. Existing programs received additional funding. However, during the 1970s, welfare benefits remained at the same levels and did not address the expanding needs of the poor. Welfare benefits did not increase at the same rate as inflation. To compound the problem, by the early 1980s, Congress reduced welfare benefits due to economic instability.

Initially, AFDC benefits were for poor single mothers who were widows. AFDC benefits enabled them to stay at home with their children. By the mid-1980s, Congress had gradually changed the nature of AFDC. Most poor single mothers were divorced or separated, or had never married. Congress passed laws that provided incentives for AFDC mothers to find jobs. The emphasis of legislation began to shift from work incentives to work requirements. The federal government started requiring fathers of children receiving AFDC to provide some financial support. This was meant to shift some of the financial responsibility from the government to the fathers of AFDC children. The Family Support Act of 1988 contained strict work and child support requirements. The Act provided funding for child care and job training. It also required the states to determine how much child support must be paid by a parent who did not have custody of a child. The Act authorized withholding support payments from a parent's wages. By the late 1980s, there were varying viewpoints as to the causes of the inability of the welfare system to help people become self-sufficient.

III. Major Welfare Programs

Many believe that the current welfare system is dysfunctional and that welfare reform must focus on providing incentives to work and strengthening family cohesiveness. The 1990s reveal that most welfare recipients are assisted chiefly through four major programs. These programs are: (1)Aid to Families with Dependent Children (AFDC); (2) Medicaid; (3) Supplemental Security Income (SSI) for the aged, blind, and disabled; and (4) the Food Stamp Program.

Aid to Families with Dependent Children (AFDC)

Most of the Aid to Families with Dependent Children (AFDC) funding originates from the federal government. The states provide the remaining funding and administer the programs. The size of payments varies among states and is based on the cost of living in that state. AFDC provides cash benefits to dependent children and to the parents or other adults caring for them. Most families that qualify for AFDC benefits have just one parent in the home. Most of the families are female-headed households. AFDC also pays benefits to two-parent families if both parents are unemployed.

AFDC, as it is currently implemented, makes it difficult for most families to become self-sufficient. In almost every state in the nation, the welfare population has grown over the past two years. This is primarily due to the most recent recession. Many people have lost their jobs and lack unemployment benefits, particularly medical coverage, and, thus, require government support. The increases in the welfare rolls are a cause of concern for state governments, especially since they have coincided with declining state revenues due to the sluggish economy. As the economy recovers in the future, it is probable that the number of welfare recipients will decrease or stabilize. It is clear that many of those individuals who have most recently joined the welfare rolls have the skills and work history to become self-sufficient, once the economy improves. According to A Report to the Georgia Welfare Reform Task Force, 1992:

> In New York state, two of three new AFDC families have significant recent work histories. In Maryland, 47% of welfare applicants in 1990 had worked in the previous six months, compared with 29% in Fiscal Year 1989. In Arizona, 7 of 10 recent applicants had worked in the past year of the survey, and more than half had not previously received public assistance.

By 1993, benefits to poor families had declined. The required income level that qualifies families for AFDC has fallen. Between 1989 and 1992, the number of AFDC families grew only 20% in comparison to a 50% increase in the number of poor families with children between 1973 and 1989. These statistics suggest it is possible that the changes in federal welfare laws in 1981 greatly limited welfare eligibility.

Many families, while receiving AFDC benefits, face numerous barriers that make it extremely difficult, if not impossible, to stay together; to obtain employment; to receive education, training, child care, and health care; and to earn enough income to get off welfare. Barriers to self-sufficiency for families who receive AFDC benefits require a restructuring of the current welfare system, as discussed below.

AFDC Families Face Difficulties in Staying Together

The welfare system penalizes the children in a family if their mother chooses to marry or re-marry. While the stepfather is not legally financially responsible for the children, current AFDC rules do contain penalties for recipients who marry or re-marry. The income from the stepfather is assumed to be available to the mother and her children even though the children are from a previous marriage or relationship. The welfare system eliminates or decreases benefits when a mother marries or re-marries, by counting the income from the stepfather and using it in the calculation of the family's AFDC benefits. Therefore, the penalty discourages mothers from marrying or re-marrying. AFDC rules make it more difficult for a poor, two-parent intact family to participate than for a single-parent family. In some states such as Georgia and New Jersey, a two-parent intact family can receive AFDC benefits for up to six months. However, if a parent leaves the family, then the family can continue to receive AFDC benefits beyond the six-month period.

AFDC Families Face Numerous Barriers to Work

The majority of AFDC parents indicate they would rather be working than be unemployed and receiving welfare benefits. However, it is difficult for parents to get and keep jobs due to various barriers, including: the time-limits on income that is to be disregarded before AFDC benefits are terminated; a current dollar limitation on automobile ownership; a lack of child care assistance; and rent increases.

Not only are working families time-limited to four months of AFDC benefits, but many states place unrealistic dollar limits on automobiles that a recipient can own and still receive benefits. Currently, the law requires that an AFDC family can own an automobile worth less than $2500 if the family has limited financial resources. The AFDC recipient must have no savings in the bank and no items of any significant value. Some states have received waivers to raise the automobile dollar limit when an AFDC recipient is seeking work, receiving job training, or is employed.

While the lack of adequate transportation is a barrier to getting to work, a substantially more entrenched barrier is the low level of literacy evident in many AFDC recipients. In a time where highly educated and skilled workers are losing their jobs, it is absurd to expect AFDC recipients, who more often than not lack adequate education and skills to find jobs. Because of the lack of marketable skills, it is difficult for recipients to qualify for jobs that pay salaries adequate for them to support their families. By the year 2000, the majority of the new jobs in this country will require at least a high school diploma. Even the lowest paying jobs will require high school completion or basic skills that many AFDC recipients lack. There will be a decrease in the percentage of jobs available for people with less than a high school diploma. The high levels of education and basic skills required for new jobs call for increased funding and attention to adult basic education and effective job training.

Clearly, basic adult education is essential to helping AFDC recipients to become self-sufficient. Some studies have revealed that there are at least two significant outcomes when AFDC recipients' educational levels improve: the income levels of single-parent heads-of-households increase with the educational level they obtain; and the higher the education level a recipient of AFDC obtains, the less likely the recipient is to return to receiving benefits from a government program. A Report to the Georgia Welfare Reform Task Force 1992 indicated "...over a 32-month period, one out of seven American adults, aged 19 or over who did not have a high school diploma received either AFDC, SSI, or general assistance. By contrast, fewer than 1 in 10 adults with a high school diploma but no college degree received AFDC, SSI, or general assistance..."

Effective job training and education are fundamental in allowing AFDC recipients to leave welfare and become self sufficient. The Georgia House Research Office clarified this need in A Legislator's Guide Through Georgia's Welfare System:

> To maintain a standard of living comparable to that of the three-member public assistance household... an employed parent would have to earn between $17,000 and $26,000 annually. Most individuals in public assistance households do not have the education or experience required to command this earning capacity. If the welfare system is to be significantly reformed, recipients must be educated and trained so that they qualify for jobs that offer higher compensations.

A lack of child care assistance for parents with young children makes it difficult for the parents to work, succeed in careers, or to concentrate on work or education. Without child care assistance, many AFDC recipients would spend most of their low wages on the high cost of child care. Quality subsidized child care helps AFDC families to become self-sufficient. Both children and parents benefit from such child care. The lack of affordable child care is a key barrier to the AFDC recipient's transition to the workforce. The 1988 Family Support Act requires that child care services be provided for AFDC recipients who are involved in job training, education, or employment. What is clear, however, is that states are not meeting these requirements. Reasons include: 1) subsidized child care programs do not have enough spaces to accommodate all children with AFDC parents who want to work, receive job training, or pursue more education; and 2) the stipends given to cover child care are not at market level, and therefore, entrance into quality child care programs cannot be ensured.

Support services called for under the 1988 Family Support Act must be improved in order to allow AFDC recipients to become self-sufficient. As noted before, affordable quality child care is necessary if an AFDC recipient is to be able to enter and be successful in the workforce. The child care expense allowance must be increased in order for families to be assured that their children will get quality care. One way to link welfare reform to community needs is the hiring of AFDC recipients in child care centers. If the government creates such public sector jobs, AFDC recipients can, with some training, move off the welfare rolls and contribute to their communities by providing needed community services.

Medicaid

Medicaid provides free medical care to persons without the ability to pay for services. Most AFDC families receive Medicaid. States have their own eligibility criteria. In some states, people who can pay for their daily needs but can not afford large medical bills may also qualify for Medicaid for doctors' visits, hospital treatment, and nursing home care. Medicaid also covers the cost of drugs, eyeglasses, hearing aids, and other medical items. Nearly half of all Medicaid funding is provided by the federal government. The remainder comes from state governments. Each state administers its own Medicaid program.

Some states have decided that health care benefits should not be available to AFDC recipients who are employed. Some families with employed parents are left without health care assistance after one year of coverage. Other states that provide Medicaid to families have complex bureaucratic procedures in processing requests for medical services. These procedures may require the AFDC recipient to take time off work to process the paper work. Obtaining release time from work to complete this process may result in lost wages for the time spent away from work. People involved in welfare reform have called for a single set of eligibility criteria to cut down on unnecessary paper work, administrative costs, and inefficiency in reporting.

With the high cost of medical care, most AFDC families, the elderly, and the poor are not able to afford private medical insurance. In fact, the recession, and subsequent inability of unemployed and underemployed workers to pay for health insurance, has led to an increase in AFDC recipients. Also, it is this inability to pay for private health insurance that has kept many AFDC recipients on the welfare rolls. "Research shows that until families have incomes of 250% of the poverty level, they cannot realistically afford health insurance." (A Report to the Georgia Welfare Reform Task Force 1992). President Clinton's health care reform package seeks to address these issues and offers solutions by creating universal health care for all Americans. With health care reform, significant measures will be taken to ensure welfare reform.

There are problems that the state and federal governments must address before the Administration's health care reform becomes a reality. The lack of preventive care due to overcrowded clinics, unwillingness of doctors to treat Medicaid patients because of low reimbursement rates, and the alarmingly low rates of childhood immunizations because of high vaccine costs need to be addressed now. Immunizations are one of the easiest ways to alleviate the drain on public funds and provide effective preventive care. The federal government allows states to make bulk purchases of much-needed vaccines from the Centers for Disease Control at a substantially lower rate than many states are paying now. By reimbursing health care providers for vaccines on a case-by-case basis, states are wasting funds. In fact, by taking advantage of the federal policy, Ohio was able to buy vaccines in bulk during a three-year period, and by doing so saved $3.3 million. Inefficiency and waste in Medicaid have made it less effective and more expensive than it has to be.

Another problem with Medicaid is that people who don't need the services provided by the government, that is, senior citizens with significant incomes, are draining the system by having Medicaid cover their health care needs. By "giving" assets to their children, seniors are able to keep their savings and appear poor enough to receive Medicaid support. In a time where the truly poor cannot receive adequate care, it is a travesty that those with the means are abusing the welfare system to serve their own needs.

Supplemental Security Income (SSI) for the Aged, Blind, and Disabled

Supplemental Security Income (SSI) for the Aged, Blind, and Disabled provides financial aid to needy people who are at least 65 years old, blind, or disabled. The federal government finances and administers SSI programs in most states, although some states supplement the federal payment and administer their own programs.

The Food Stamp Program

The Food Stamp Program helps low-income households buy more variety and better quality food than they could otherwise afford. The amount of food stamps each participating household receives varies with the family's size, income, and expenses. Cooperating grocery stores accept the food stamps instead of cash money for food purchases only.

IV. WELFARE REFORM: THE CHALLENGE

Through the years, the federal government has attempted to alter and improve the welfare system. By the mid-1980s, it appeared that welfare dependency was being perpetuated across generations for about one-fourth of all individuals receiving assistance. In fact, since 1980, poverty among children has increased every year.

The White House, the National Governors' Association, the American Public Welfare Association, and others issued reports calling for reform. Congress responded by passing the Family Support Act in 1988. The act moved toward establishing a new set of priorities for improving family income. The priorities were child support, employment and training, support services (child care and medical assistance), and cash assistance.
President Clinton has made welfare reform one of the priorities of the new administration. His plan of action includes four major elements:

- making work pay
- improving child support enforcement
- providing education, training, and other services
- limiting the amount of time people can receive benefits

("Welfare Reform Coming," H. Lee Murphy and Ellen Perlman, City and State, July 19 - August 1, 1993, p. 20)

The changing focus of welfare from a maintenance mechanism to one that supports people's desire for economic independence is to be commended; however, it raises serious questions and problems as it has impact on young families.

Families seeking to leave welfare behind and low-income families struggling to survive without public assistance face many difficulties. The child support enforcement system is complex and requires actions at all levels of government. Until changes are made in the way paternity is established and child support awards are made and collected, single mothers will continue to be forced onto the welfare rolls. With the current AFDC laws regarding marriage, many families headed by single parents receive more benefits. Without welfare assistance, many families will face increasing difficulties, considering the escalating costs of health care and child care.

Welfare reform must address the radical restructuring of the nation's economy and its effect on the types of work available for people with low skills. As we move from a manufacturing to a service economy, many of the jobs being created are low-paid with few benefits. The welfare system must be changed to reflect new realities. Policies must be designed that will encourage people to take responsibilities for their children and enable them, through a variety of supports, to work themselves free of the system.

V. PENDING LEGISLATION AND EMERGING POLICIES AND PROGRAMS

On February 2, 1993, Representative E. Clay Shaw, Jr. (R-FL) introduced H.R. 741 to amend Title IV of the Social Security Act. It will provide welfare families with the education, training, job search resources, and work experience needed to prepare them to leave welfare within two years. It will also authorize states to conduct demonstration projects to test the effectiveness of policies designed to help people leave welfare and increase their financial security.

Many states are already initiating programs to address the need for welfare reform. Wisconsin and Florida are working on two-year limits for benefits. Vermont is contemplating a 30-month limit. Coupled with these limits is increased education, job training, child care, and health care efforts to ensure that welfare recipients have the skills and means to become self-sufficient. Development of some public-sector jobs will allow welfare recipients to find jobs as the economy slowly recovers. Vermont's Commissioner of Social Welfare, Jane Kitchel, said: "If the person still can't find a job at the end of 30 months, then we're saying it's better for government to create an opportunity through a community-based job than to continue paying cash benefits on and on." ("Welfare Reform Coming," p. 20).

As these programs are put into effect, it is imperative that reform serves to help welfare recipients break the cycle of poverty. If efforts only compound the problem by punishing those who need the most help without any hope of self-sufficiency, welfare reform will have failed. Proponents of welfare reform should keep in mind that they must invest in human capital before any significant change occurs.

THE ESTABLISHMENT OF A YOUTH LEADERSHIP CORPS (YLC)

by
Esther Ntim

INTRODUCTION

Our nation is facing many challenges. Thirty-seven million people are living in poverty and one in every four children under the age of six years old is impoverished. Many fear that the moral fiber of our society has dissipated. Frequently, we read in the newspaper, see on television, or hear about acts of violence and abuse committed by our youth. What does this mean for our future leaders and how does this impact the prospect of declining market leadership and competitiveness in a highly technical global economy?

Many Americans have been virtually excluded from contributing to the nation's social and economic well-being because, to a large extent, they have been systematically denied a quality education. Disproportionately, these Americans are African Americans, Alaska Natives, American Indians, Mexican Americans, and Puerto Ricans. As a result, there is an under utilization of the potential productive capacity of millions of Americans who are undereducated, unskilled, and have little opportunity to enter and succeed in the workforce. By the year 2000, minorities will represent close to 30 percent of new entrants into the workforce. Therefore, if America is to remain competitive, it is essential that minorities be prepared to enter and succeed in the workforce. By denying a large proportion of the nation's minority children and youth the opportunity to obtain a quality education, America is placing its economic future at risk. More importantly, America is creating a society that is increasingly *racially divided and economically unequal*.

As is the case for all other Americans, a quality education for the historically underserved is the gateway to becoming full participants in our society. Burdens placed on many low-income and minority students by their out-of-school environment also deeply affect academic performance and contribute to the exceedingly high drop-out rates and failures that characterize many inner-city schools. **The dream of quality education for all must be rekindled**. Empowering parents, teachers, and youth is the most critical step in making this dream a reality. In any community, who, better than parents, teachers, and students can identify the changes in services required to meet their needs? Therefore, we must encourage and empower them to assume leadership roles in their communities to bring about the necessary changes.

Improving education for low-income and minority children and youth in turn requires a concerted effort to develop leadership skills among them. Opportunities are needed to enable large numbers of these children and youth to develop the necessary skills and acquire the knowledge to ultimately promote quality education and home and school environments conducive for success. The Quality Education for Minorities (QEM) Network believes the establishment of a Youth Leadership Corps that provides opportunities for low-income and minority youth to develop leadership skills will enable them and others in their communities to ultimately succeed.

BACKGROUND

A comprehensive approach to enhancing educational opportunities for low-income and minority children and youth must also involve broader coordination among schools, colleges and universities, government agencies, and businesses. Most importantly, **continuous and effective involvement and leadership** is required. Parents, teachers, and students must determine their own needs, establish their own priorities, and play a major role in planning, developing, and implementing programs to address these needs. No strategy to improve conditions for low-income and minority children and youth can work without the empowerment of the communities affected and those who work with the residents of these communities.

Empowerment requires the development of leadership within each of these groups as well as a fundamental change in how decisions are made. QEM Network has proposed that parent leaders, teacher leaders, and youth leaders be developed for each low-income housing development and residential community and organized respectively into a Parent/Family Leadership Corps, a Teacher Leadership Corps, and a Youth Leadership Corps.

For the purpose of this paper, we will focus on the development of a Youth Leadership Corps. Its goals and objectives are outlined below.

GOALS AND OBJECTIVES

The Quality Education for Minorities (QEM) Network is proposing to form partnerships with several national organizations with local affiliates across the country to develop a **Youth Leadership Corps (YLC)**. The purpose of the QEM Network Youth Leadership Corps is to create a cadre of youth leaders in selected low-income and minority communities who will positively impact these communities and ultimately improve their social, political, and economic conditions. At each participating site, approximately 80 minority and low-income students, grades 7 through 12, will become part of the YLC and will be linked to local QEM affiliates through programs and activities. At least five affiliate sites will participate to ensure a minimum of 400 YLC members over a three-year period.

The goals of the YLC are to:

- Promote family and community responsibility and service among youth by providing opportunities for them to engage in community service;
- Broaden cultural understanding, including an understanding of environments outside of the local community;
- Teach youth leaders how to work effectively in groups;
- Help students think through problems and explore alternative solutions; and
- Develop youth leaders as positive role models for their peers.

The objectives of the YLC are to:

- Prepare students for advocacy roles in educational reform and community empowerment;
- Improve academic achievement and leadership skills, thereby increasing post-secondary and workforce preparedness;
- Improve communication, mediation, computer, time management, and decision-making skills;
- Help individual students formulate long-term goals;
- Expand students' knowledge of health education issues; and
- Expand students' awareness of college and career opportunities.

PROPOSED STRATEGIES

To achieve the objectives described above, we propose the following multiple strategies:

Encourage local school districts to require participation in community service projects as part of high school graduation requirements. Workshops and training should be provided concerning proper selection of, and participation in, community service activities before the initial service experience begins.

Establish a communication link to the community through local chapters and affiliates of national organizations. Opportunities should be provided for YLC participants to communicate with local, state, and national leaders on education and community issues. In addition, peer discussion groups should be hosted to address education and community issues of interest.

Increase appreciation of the arts and humanities, and of multicultural contributions. Formal and informal cultural experiences should be provided, including field trips to science centers, museums, galleries, exhibits, dramas, and musicals. Cultural differences, commonalties, and contributions to various fields by different groups should be explored through presentations, case studies, panel discussions, role-playing, and small group activities.

Develop a series of skills building activities to strengthen academic and leadership skills. Tutoring and workshops focused on study, technical writing, research, and leadership skills should be provided.

Enhance self-esteem. Personal development workshops and activities that foster self-worth should be offered as well as opportunities for positive reinforcement among participants.

Increase communications and computer skills. Opportunities for presentations, group projects, cooperative interaction, and debates should be provided, as well as experiences that increase familiarity with different computer applications.

Enhance time management skills and the ability to formulate long-term goals. Development workshops that focus on scheduling, prioritizing, and summarizing goals should be provided, as well as activities such as role playing, role modeling, and mock job interviews. Areas to be emphasized should include career requirements, money management, consumer affairs, and financing a college education.

Increase knowledge of health education and available health services through schools, parents' groups, and community-based organizations. Informational seminars and workshops on health-related issues such as AIDS, sex education, physical fitness, dental care, teenage pregnancy prevention, parenting, and nutrition should be offered. By increasing awareness of available health services among YLC participants, they may encourage other youth to use such services.

Create, at QEM, a career tracking and information center to provide information on college and career options. YLC participants should be encouraged to enroll in college preparatory courses. Also, information about financial assistance should be offered and visits to college and university campuses arranged. Career development workshops, guest speakers focusing on career development, field trips to work sites, job shadowing, and mentoring experiences for participants should be provided.

PROPOSED YLC ACTIVITIES

Examples of the possible YLC activities appropriate for different grade levels include:

Seventh Grade - The activities should focus on developing positive life skills such as self-esteem and effective communication, assertiveness, cooperation, conflict resolution, understanding one's role in the family, and understanding the community and the groups that make up the community. There should also be an emphasis on academic development including computer skills.

Eighth Grade - The focus should be on training for family life and community involvement through volunteering, cross-age tutoring, mentoring, and community service projects. Knowledge of different cultures, the community, and the environment external to the community should be increasingly emphasized during this year.

Ninth Grade - The focus should be on developing career and learning goals such as study skills, effective writing, workplace and social values, and career awareness. Community service projects should begin this year and continue throughout the student's participation in the YLC.

Tenth Grade - Tenth graders should continue to develop an understanding of the options they have upon graduation. Their focus should begin to narrow, and the skills they develop should include organization and time management, leadership, decision-making, and dependability. Tenth graders should begin to assume positions of responsibility within the YLC.

Eleventh Grade - The focus should be on community responsibility and service, and on learning about college. Eleventh graders should participate in meetings and town forums discussing education and community issues. Orientation to and preparation for standardized testing should be provided along with other college preparatory activities.

Twelfth Grade - The focus should be on continued community involvement, increased knowledge of college and career options through internships and apprenticeships, and continued service as positive role models in the community.

This background paper is based upon the May 1993 QEM Network report:

"Opening Unlocked Doors: A National Agenda for Ensuring Quality Education for Children and Youth in Low-income Public Housing and Other Low-income Residential Communities"

About the Authors

All Background Papers were written by present or former QEM staff members:

- **Creative Alternatives to Violence**
  Sheila Davis, Intern, Fall, 1992
- **School Choice: Will All Children and Youth Benefit?**
  Shirley McBay, President
- **Community Service on Minority College Campuses**
  Kecia Campbell, Coordinator of the Community Service Centers Project
- **Educational Tracking in America's Schools**
  Lisa Hamilton, writer, 1992-93
- **Some Issues in the Education of Asian Americans**
  and
- **Some Issues in the Education of Central Americans**
  Karen Fullerton, Project Assistant, Annenberg Teacher Leadership Corps, 1992-93
- **Background Information and Commentary on Welfare Reform**
  Patricia Brett, Director, Community Outreach and Morgan Martin, Project Assistant, Annenberg Teacher Leadership Corps
- **The Establishment of a Youth Leadership Corps**
  Esther Ntim, Internship Coordinator

About the QEM Network

The Quality Education for Minorities (QEM) Network was established in July 1990, as a non-profit organization in Washington, DC, dedicated to improving education for minorities throughout the nation. Operating with an initial grant from the Carnegie Corporation of New York, the QEM Network began where the MIT-based QEM Project left off. It is a focal point for the implementation of strategies to help realize the vision and goals set forth in the QEM Project's report: *Education That Works: An Action Plan for the Education of Minorities*.

The QEM Network serves as a national resource and catalyst to help unite and strengthen educational restructuring efforts to the benefit of minority children, youth, and adults, while advancing minority participation and leadership in the national debate on how best to insure access to a quality education for all citizens. It seeks to put into practice the recommendations in the QEM *Action Plan* by working with minority and non-minority individuals, organizations, and government around the country, to help coordinate and energize efforts to improve education for minorities.